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## **PUBLIC ADMINISTRATION OF AGRICULTURAL ECONOMY SECTOR – THE EU EXPERIENCE FOR UKRAINE**

*The traditional role of agriculture is to provide food, create jobs, earn export income, generate savings and funds for investment, and produce primary commodities for expanding industries. Agriculture also contributes to the provision of public goods, makes rural areas more attractive for young skilled workers of different industries connected with the researched economy sector directly and indirectly, has a great influence on the environment, not always good, though. Agriculture is an important sector for the European economy as it provides livelihoods for approximately 10.5 million farms across the EU and, if the entire agri-food sector is included; 44 million jobs are dependent on agricultural production.*

*The public administration of agricultural economy sector in the European Union is executed on the supranational level. The European Commission is the institution that governs and administers the main issues connected with agricultural economy sector of the European Union. Directorate-General for Agriculture and Rural Development (DG AGRI) is responsible for the European Union policy on agriculture and rural development, dealing with all the aspects of the common agricultural policy (CAP). Common Agricultural Policy covers a wide range of areas, including food quality, traceability, trade and promotion of EU farm products. The new CAP is a central instrument to accompany the transformation towards a sustainable and knowledge-based agricultural sector, supporting its resilience and diversity, and promoting growth and employment in rural areas.*

*The effectiveness of the public administration for the agricultural economy sector in the EU was evaluated by analyzing the practical results of its activity, meaning – the intra-EU27 agricultural products exports, which is upwards through the whole time frame under analysis except for the year 2020. The steps made by the public administrators and decision makers of all the levels of the EU to bring the functioning of the agricultural economy sphere back to normal proved to be successful judging by the biggest increase of the intra-EU27 agricultural products exports in 2021 after its sharp decrease in 2020. The trend line built for the analyzed data with the help of exponential function is upward not only during the time frame under research but also during two following years taken for the projection. The projection, which is supposed to be true under the circumstances unchanged, notes the decline of the mentioned exports amount in 2022, increasing to the level of 2021 approximately in 2023. The presented research and its results will be interesting and useful for public administrators and decision makers for all the levels of not only Ukraine and the EU, but of their trade and political partners, academic community representatives as well as beginners and experienced data analysts.*

*Key words: public administration, agriculture, the European Union, Ukraine, Common Agricultural Policy, European integration.*

### **O. В. Кіфоренко. Публічне управління сільськогосподарським сектором економіки – досвід ЄС для України**

*Сільське господарство є важливим сектором економіки ЄС. Публічне управління аграрним сектором економіки в Європейському Союзі здійснюється на наднаціональному рівні. Європейська Комісія є інституцією, яка адмініструє основні питання, пов'язані з аграрним сектором економіки ЄС, та керує ними. Генеральний директорат з питань сільського господарства та розвитку сільських територій відповідає за політику Європейського Союзу щодо сільського господарства та розвитку сільських територій, займаючись усіма аспектами спільної сільськогосподарської політики. Спільна сільськогосподарська політика охоплює широкий спектр галузей, включаючи якість харчових продуктів, а також питання відстеження, торгівлі та просування сільськогосподарської продукції ЄС. Нова спільна сільськогосподарська політика є центральним інструментом сприяння трансформації до стійкого та заснованого на знаннях сільськогосподарського сектору, підтримки його стійкості та різноманітності, а також сприяння зростанню та зайнятості в сільській місцевості.*

*Ефективність публічного управління аграрним сектором економіки в ЄС оцінювалась шляхом аналізу практичних результатів його діяльності, тобто експорту сільськогосподарської продукції всередині ЄС-27, який має висхідну динаміку протягом усього аналізованого періоду, за винятком 2020 року. Кроки, зроблені управліннями та особами, які приймають рішення на всіх рівнях ЄС, щоб повернути функціонування аграрної сфери економіки до нормального стану, виявилися успішними, судячи з найбільшого зростання експорту сільськогосподарської продукції всередині ЄС-27 у 2021 році після його різкого зниження у 2020 році. Лінія тренду, побудована для проаналізованих даних за допомогою експоненціальної функції, є висхідною не лише протягом досліджуваного періоду, але й впродовж двох наступних років, взятих для прогнозу. Представлене дослідження та його результати будуть цікавими та корисними для управлінців та осіб, які приймають рішення на всіх рівнях, не лише в Україні та ЄС, але й у їхніх торгових та політичних партнерах, представників академічної спільноти, а також початківців та досвідчених аналітиків.*

*Ключові слова: публічне управління, сільське господарство, Європейський Союз, Україна, Спільна аграрна політика, євроінтеграція.*

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**Introduction.** World food production needs to be doubled by 2050 to cater for population growth and evolving food habits as it faces the impacts of climate change on biodiversity, soil and water quality, and the demands of the global marketplace [6]. The main burden in performing the mentioned task falls on agriculture. According to the generally accepted point of view, the traditional role of agriculture is to provide food, create jobs, earn export income, generate savings and funds for investment, and produce primary commodities for expanding industries [10, p. 22]. But, having cast a broader look at the matter, agriculture goes far beyond the defined functions, contributing to the provision of public goods, making rural areas more attractive for young skilled workers of different industries connected with the researched economy sector directly and indirectly, as well as having a great influence on the environment, not always good, though. Nevertheless, the most topical nowadays are either the economic or the political roles of agriculture. As it was stated above, agriculture plays a major role in economic growth and development of any country being it a developed or developing ones, since being a furnisher of industrial raw materials, it is an important contributor to the economic activity in the other sectors of the economy [1, p. 5]. More than that, a strong agricultural economy sector brings social progress by increasing productivity, employment and income as agriculture is the main driver of development in most rural areas [9].

Agriculture is an important sector for the European economy as it provides livelihoods for approximately 10.5 million farms across the EU and, if the entire agri-food sector is included; 44 million jobs are dependent on agricultural production [14]. The EU financially supports its farmers and encourages sustainable and eco-friendly practices, while also investing in the development of rural areas [6]. Thanks to its varied climate, fertile soil, the technical skills of its farmers and the quality of its products, the EU is one of the world's leading producers and exporters of agricultural products [6]. But it is not only the climatic conditions themselves that made the EU agricultural products so famous and well-traded all over the world, but a competent and efficient public administration of either the agriculture itself or all the economy sectors connected with it directly and indirectly. As European integration is a key and unchanging foreign policy priority of Ukraine and further development and strengthening of relations between Ukraine and EU is based on the principles of political association and economic integration [11], the implementation of the best practices of the European Union in public administration as a whole and the agricultural economy sector in particular will help Ukraine integrate into the EU in a shorter period of time, having adjusted its public administration system according to the EU requirements.

Many scientists research different aspect of the EU agricultural economy sector functioning. The ones we suggest paying attention at are P. Jeanneret, G. Lüscher, J.H.A. Meeus, M.P. Wijermans, M.J. Vroom, L. Smutka, P. Kotyza, P. Zambrano-Prado, F. Orsini, J. Rieradevall, A. Josa, X. Gabarrell, M. Gerverni, S. Dall'erba, G. Malorgio, F. Marangon, P. Rowley-Conwy, W. Wrzaszcz, K. Prandecki and others. Different issues of the Common Agricultural Policy of the EU were researched by G. Pe'er, S. Lakner, P. H. Feindt, M. Guth, B. Czyżewski, S. Stępień, T. Grodzicki, M. Jankiewicz, M. Lazdinis, P. Ciaian, M. Rednak, T. Volk, E. Erjavec, J. Ruiz, K. Heyl, T. Döring, B. Garske, J. Stubenrauch, F. Ekaradt and others. Public administration in the EU and peculiarities of its organisation and functioning were highlighted in the works of G. Bouckaert, W. Jann, P. Scutariu, S.-M. Tomoiagă-Malberger, M.C. Balaneasa, I. Bilouseac, M. Gafincu, E. Ongaro, C. Moretti, I. Mackie, A. Stimpson, E. Pommer, P. Van Houwelingen, P. Læg Reid, R.S. Steinhörsson, B. Thorhallsson, M. Halásková and other prominent scientists. As a result, the gap in the scientific publications was identified to be filled in by the presented research that is the issues of agriculture, CAP and public administration in the EU were researched separately, while the information on public administration of agriculture in the EU is available on the official EU institutions web pages only. Therefore, the aims of the article are to define the public administration institutions of the European Union dealing with the agricultural economy sector as well as their main activity priorities, to outline the main aims of the Common Agricultural Policy as well as the 10 key objectives of the new CAP, to analyse the practical results of the EU public administration for the agricultural economy sector and to identify the best EU practices to be implemented in Ukraine after having adjusted to the Ukrainian realities.

**Results and discussion.** The public administration of agricultural economy sector in the European Union is executed on the supranational level. It means that the decisions for agriculture, fisheries, trade, and regional development are made at the supranational EU level, while the decision-making related to the other policies occurs at the individual country level or through a system of inter-governmental cooperation [13]. The public administration for the agricultural economy sector of the European Union is conducted through the EU institutions, which collaborate on food and farming policy-making, implementing, monitoring and evaluating it, while national and local authorities implement the laws agreed at the EU level. If we talk about the policy financing, it is through the EU budget, that funds are made available to the member states in accordance with the rules set at the EU level [6]. Among the three European institutions, in which the main EU decisions are made, that is the Commission, the Council and the Parliament, the European Commission is the one that governs and administers the main issues connected with agricultural economy sector of the European Union. The Commission Department, which is responsible for the European Union policy on agriculture and rural development, dealing with all the aspects of the common agricultural policy (CAP), is Directorate-General for Agriculture and Rural Development (abbreviated as DG AGRI) [3]. The priorities for DG AGRI are as follows:

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- the implementation of the European Green Deal through significant contributions of the Common Agricultural Policy (CAP) in the fields of food production, biodiversity or climate change;
  - the enhancement of the sustainability for food production in line with the Farm to Fork Strategy;
  - the adoption and implementation of the new CAP;
  - the preparation and implementation of a long-term vision for rural areas;
  - the preparation and implementation of a Forest Strategy;
  - the strengthening for the system of geographical indications;
  - the promotion of the EU agricultural products and their high-quality standards internationally [2, p. 4].

All the issues on agriculture, as it was stated above, are mainly resolved on the supranational level as a result of the so-called agricultural negotiations, which begin with a text drafted by the Council, followed by the Commissioner for Agriculture working with the national-level farm ministers to prepare a final text. The Council decisions on the matters mentioned above are voted on by the member-states' ministers. In order any decision on agriculture to be officially adopted, a qualified majority of a minimum of 74% of votes is needed in favor of the said decisions [13]. As one of the main tasks of DG AGRI is to implement CAP, it should be explained here, that CAP, or Common Agricultural Policy, is a partnership between agriculture and society, and between Europe and its farmers, which aims at:

- supporting farmers and improve agricultural productivity, ensuring a stable supply of affordable food;
- safeguarding the European Union farmers to make a reasonable living;
- helping tackle climate change and the sustainable management of natural resources;
- maintaining rural areas and landscapes across the EU;
- keeping the rural economy alive by promoting jobs in farming, agri-food industries and associated sectors [4].

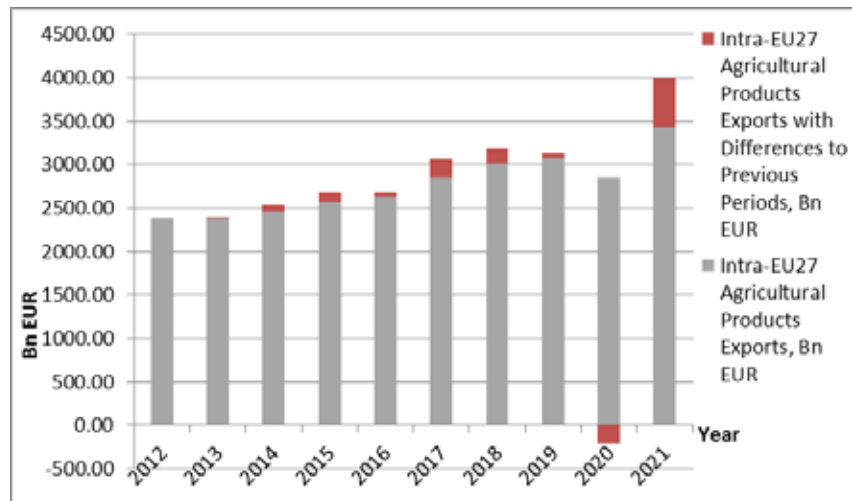
It should also be added, that the EU agricultural policy covers a wide range of areas, including food quality, traceability, trade and promotion of EU farm products [6]. Though having very noble aims, the EU farm policy has changed considerably in recent decades to help farmers face the challenges of nowadays and respond to peoples' changing attitudes and expectations [6]. Thereby, the new CAP was worked out to be a central instrument to accompany the transformation towards a sustainable and knowledge-based agricultural sector, supporting, at the same time, its resilience and diversity, and promoting growth and employment in rural areas [2, p. 8]. The ten key objectives of the new CAP are:

- 1) to ensure a fair income for farmers;
- 2) to increase competitiveness;
- 3) to improve the position of farmers in the food chain;
- 4) to contribute to climate change mitigation;
- 5) to take care of environment;
- 6) to preserve landscapes and biodiversity;
- 7) to support generational renewal;
- 8) to preserve jobs, growth and equality in rural areas;
- 9) to protect food and health quality;
- 10) to foster knowledge and innovation [5].

Consequently, the CAP current and future objectives provide a strong basis for DG AGRI, as an important public administration institution of the EU, to make a key contribution to the European Union Commission's political priorities [2, p. 4].

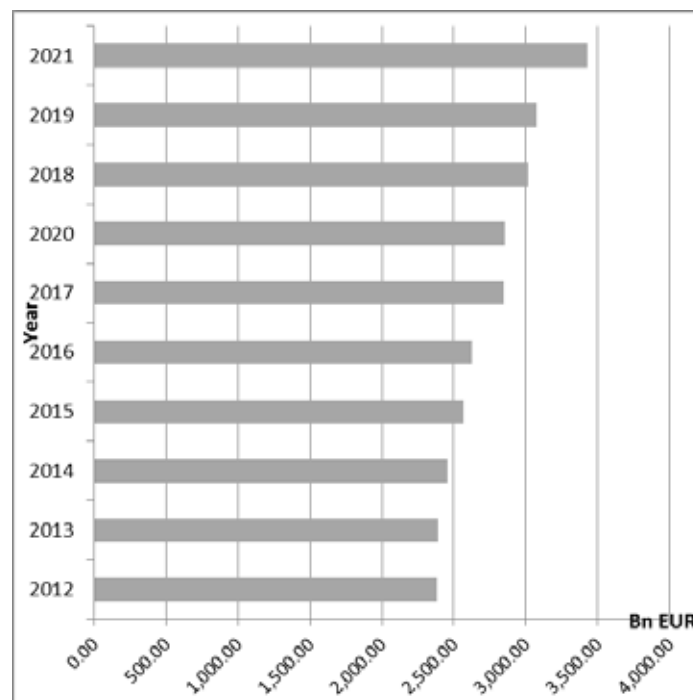
As it is rather difficult to assess the effectiveness for the activity and decision making of any public administration institution, let's evaluate how effective the public administration of the agricultural economy sector in the EU is by analyzing the practical results of the said administration, meaning – the intra-EU27 agricultural products exports. The starting point of the research mentioned above is the intra-EU27 agricultural products exports with their changes if compared to the previous periods (fig. 1).

Having cast a closer look at the data presented in the figure given above, we notice a very specific data dynamics, which is obvious thanks to the changes visualized in a different color in the said figure. The intra-EU27 agricultural products exports showed an increase in their amount in every year starting from the first year of the time frame under research up to 2020, in which a single decrease of the mentioned exports amount is observed. It remained a single year with the exports amount decrease as in the next year the intra-EU27 agricultural products exports increased of approximately 572.16 bn EUR. It should be noted, that the said increase in 2021 was the biggest positive change of the exports amount under research during the analyzed time frame, while the smallest positive change of the intra-EU27 agricultural products exports was observed in 2013. The explanation for the decrease of the intra-EU27 agricultural products exports amount in 2020 is the impact of the COVID-19 pandemic, which influenced all the spheres of the human activity either in the EU or in the whole world. All the steps made by the public administrators as well as decision makers of all the levels of the EU to bring the functioning of the agricultural economy sphere back to normal proved to be successful judging by the biggest increase of the intra-EU27 agricultural products exports in 2021. To follow the researched exports amount dynamics stepwise by yearly development, let's have a look at fig. 2.



Source: author's own elaboration on the basis of the data from (Eurostat, 2022)

**Fig. 1. Intra-EU27 Agricultural Products Exports with Differences to Previous Periods, Bn EUR**

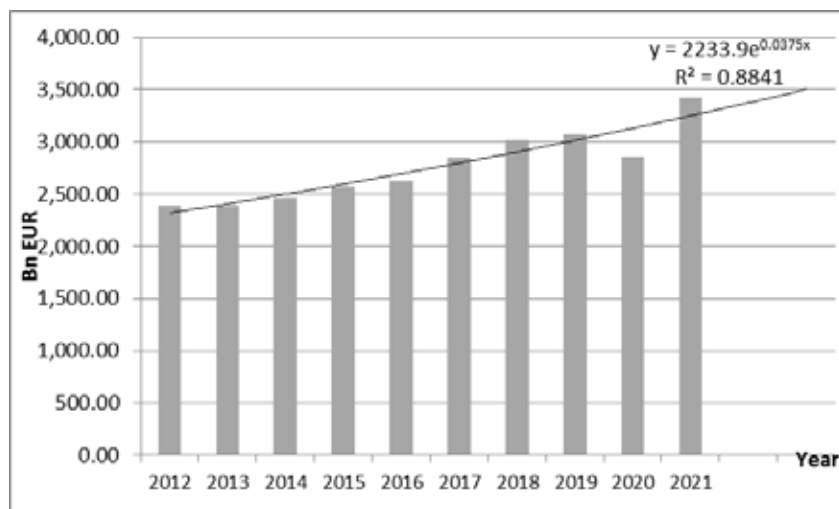


Source: author's own elaboration on the basis of the data from (Eurostat, 2022)

**Fig. 2. Intra-EU27 Agricultural Products Exports Arranged in Descending Order, Bn EUR**

If we arrange the intra-EU27 agricultural products exports in the ascending order, as it is shown in the figure given above, the yearly order for the researched agri – exports increase will look like as follows – 2012, 2013, 2014, 2015, 2016, 2017, 2020, 2018, 2019, 2021. As one can see, and it has already been mentioned previously, the year 2020 interrupted the smooth upward tendency of the intra-EU27 agricultural products exports, descending almost to the exports level of 2017. The explanation of such a sharp decrease of the intra-EU27 agricultural products exports, proposed by the author above, is confirmed by the one given by the Eurostat in its official publication, stating, that in 2020, the trade of the European Union of 27 Member States was hit hard by the coronavirus pandemic, with significant falls observed for both exports (-9.4%) and imports (-11.6%) compared with 2019, though, the EU trade in goods balance was in surplus by €217 billion in the mentioned year [7]. As it has already been stated above, the coronavirus pandemic has its negative impact on all the spheres of the human activity not only in the EU, but in the whole, world. We find the confirmation of the expressed viewpoint in the official publication of the United Nations Conference on Trade and Development (UNCTAD), in which

we read, that the COVID-19 has had an immediate and strong impact on international trade, being more pronounced in developed countries, especially in relation to exports [12, p. 1]. Conducting further the presented research, let's follow the dynamics of the data under analysis with the general trend line built for the analyzed time frame as well as for the next two years, taken for the projection making (fig. 3).



Source: author's own elaboration on the basis of the data from (Eurostat, 2022)

**Fig. 3. Intra-EU27 Agricultural Products Exports, Bn EUR**

As it can be seen from the data depicted in Figure 3, the dynamics of the intra-EU27 agricultural products exports is upwards from the beginning of the time frame under analysis up to the year 2020, in which we observe a sharp decline of the said exports amount. The mentioned decrease was not the beginning of a downward tendency as in the next year the biggest increase of the mentioned exports was observed. The trend line built for the analyzed data with the help of exponential function is upward not only during the time frame under research but also during two following years taken for the projection. Though, having cast a closer look at the years taken for the projection making, we notice, that, despite the upward direction of the trend line, the projected value for the year 2022 is supposed to be lower than that of 2021. The intra-EU27 agricultural products exports are supposed to increase to the level of 2021 approximately in 2023. The said projection is supposed to be true under the circumstances unchanged. The trend line for the data under research was built with the help of the exponential function, which was chosen judging by the values of the  $R^2$  coefficient. Though, the  $R^2$  coefficient is considered to be only one of the indicators for the choice of the right function for trend lines building and projection making, the presented research is not a strictly statistical one to be too deeply indulged into the statistical modelling and forecasting issues.

**Conclusions and perspectives for further research.** The importance of agriculture goes far beyond the provision of food for people, forage for animals and raw materials for processing industries, as, for example, in the EU alone, agriculture and food related industries and services provide over 44 million jobs, including regular work for 20 million people within the agricultural sector itself [6]. The vital significance of agriculture was once more proven by the challenges of nowadays; we all are facing, as well as their consequences like the COVID-19 pandemic, climate change, turbulences in the political life of different countries, causing uncertainties and even war conflicts, etc. Therefore, the more responsibility rests on the shoulders of public administrators dealing with such an influential economy sector as agriculture for making the right decisions and steps which can impact practically every single human being directly or indirectly.

The public administration of agricultural economy sector in the European Union is executed on the supranational level, which allows the EU to achieve a more level playing field for farmers across the member states [13]. The European Commission is the institution that executes the main public administration functions over the agricultural economy sector of the European Union. The Commission Department responsible for the European Union policy on agriculture and rural development, including CAP, is Directorate-General for Agriculture and Rural Development (DG AGRI) [3]. The EU public administration dealing with agriculture and the industries connected with it proved to be effective judging by the analysis for the practical results of their activity, presented in the given research, that is the intra-EU27 agricultural products exports, and the techniques and methods then European administrators use are worth being studied and implemented after having been adjusted to the realities of Ukraine. A special attention should be paid to those of them being made up to be implemented for the immediate response to the changing challenges, aiming at not only to solve the current situation, but get out of it with a win.

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As agriculture is not less important for Ukraine as it is for the EU, and, perhaps, even more, taking into account a lower level of industrial and economic development of the country if compared to the said countries union, the best practices of the EU's public administrators concerning the mentioned economy sector are worth being studied, adjusted and implemented. The importance of agriculture for Ukraine has been predetermined by many factors like the geographical location of the country, the climatic conditions favorable for many agricultural crops planting as well as domestic animals breeding, the availability of relatively cheap workforce, etc. More than that, Ukrainians have always been famous as hardworking and skilled agrarians. But the critical importance of agriculture for local people and agricultural products exports for Ukraine's trade partners has been proven in the disruptive times of nowadays as such vitally significant issue as food security was endangered globally. Having such a strong and both economically and politically influential neighbor as the EU, Ukraine has an exceptional opportunity to study its best practices and implement them the way they'll help the country best overcome all the hardships and find the best way out of the difficult situations. The results of the presented research show, that the European Union did its best to overcome the consequences of the COVID-19 pandemic and not only reached the pre-pandemic level of intra-EU27 agricultural products exports but even exceeded it in 2021. But it would be naive to think that it could be done in one click, rather a series of right decisions in the framework of supranational policies allowed the EU to overcome the mentioned consequences with such a surplus. Though Ukraine terrible events are happening in Ukraine nowadays, the country's public administrators should work out the strategy of rebuilding the country after the cessation of military actions. Some would say, that it is too early to think of restoration while the sounds of explosions are still heard. However, the uninterrupted functioning of the agricultural economy sector is vitally important in all the times being it peace or war as agriculture provides people with food, animals with forage and different industries with raw materials. And all the mentioned ingredients must be of sufficient quantity and the best quality as undernourished or sick population is not able to defend their country. Taking into account everything stated above, the objective № 9 of the new CAP as well as the procedure for its implementation into the functioning of the agricultural economy sector should be paid a special attention at by the Ukrainian public administrators. Despite the disruptive times our country is experiencing, the implementation of new steps/tactics/strategies cannot be made just like that but needs careful study in order to be implemented not all in all being torn out of the context, but being adjusted to the peculiarities and needs of every single Ukrainian farmer/village/region. With such a large and intensive internal migration, objectives 8 and 7 should also be taken into consideration, especially by the local public administrators, in order to preserve and develop our villages, attracting young skilled workers to them with the further aim of support generation renewal. In addition, the stepwise implementation of the Green Deal initiatives, adjusted to the Ukrainian geographical and climatic peculiarities, will not only supply the country's population with healthy food of the best quality, but will also allow the farmers produce the high standards agri-produce according to the EU quality standards without harming the environment, aiming at preserving the local biodiversity.

The presented research and its results will be interesting and useful for public administrators and decision makers for all the levels of not only Ukraine and the EU, but of their trade and political partners, academic community representatives as well as beginners and experienced data analysts. The given research can be expanded in the direction of identifying the exact steps the EU public administrators did to overcome the COVID-19 pandemic consequences for the economy in general and agricultural economy sector in particular to be implemented in Ukraine, defining the new CAP and Green Deal initiatives for the implementation in Ukraine, after having been adjusted for the realities of the country in general and every single region/territorial community in particular, working out the procedure for the implementation of every initiative mentioned above in every region/community, analyzing, assessing and concluding the pros and cons of the said implementation with the further lowering the cons while increasing the pros of the mentioned initiatives.

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