

The significance of the Council of Europe's governance tool "Territorial and cross-border cooperation" for regional development: Literature review

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Abstract. Pursuing the best European standards and practices of public administration and good governance of territorial and cross-border cooperation to strengthen the potential and institutional capacity of communities and regions of Ukraine is among the priority tasks of Ukraine's regional policy and European integration course. Therefore, the purpose of the

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present article is to determine directions for improving the public management mechanism of regional development of territorial communities and regions of Ukraine by applying good governance standards and tools of the Centre of Expertise for Good Governance of the Council of Europe based on the expertise of the Association of European Border Regions. The following scientific methods have been applied in the course of the research: historical, logical and generalization, enabling us to investigate the state and expertise of developing scientific and theoretical provisions, as well as actions taken by subjects and participants of regional policy when developing good governance of territorial and cross-border cooperation. It has been discovered that one of the ways to improve the public management mechanism of the regional development of communities and regions is the introduction of the cyclical mechanism of good governance of the Council of Europe, which consists of: development of standards; creation of tools, recommendations, reports, manuals; research of best practices (golden triangle of good governance “standards – tools – practice”). The necessity of further formulation of directions for improving the public management mechanism of regional development of communities and regions of Ukraine through interaction and partnership with the Association of European Border Regions has been substantiated. Conducting a scientific and theoretical study of the standard and toolkit of good governance “Territorial and cross-border cooperation” of the Council of Europe, as well as the study of the Association of European Border Regions practices have made it possible to focus on the implementation of the standard and toolkit of good governance “Territorial and cross-border cooperation” at the local and regional levels. The results of the research can have practical value for representatives of public authorities and the public sector to update local and regional development strategies based on the implementation of good governance standards and tools

Keywords: public management and administration; European integration; improvement of the public administration mechanism; territory development; communities and regions

● INTRODUCTION

Improving the mechanism of good governance for the development of territorial and cross-border cooperation is a priority direction of European regional policy, in the formation of which government officials, politicians, scientists, community leaders, specialized institutions, public organizations of the EU member states and the Council of Europe (CoE) constantly participate, adhering to the mechanism of implementation of good governance “standards – tools – practice”. The development of mechanisms for the implementation of the standard and tools of good governance “Territorial and cross-border cooperation” is a priority direction of local and regional development for communities and regions of Ukraine, which will allow identifying the needs of local and regional development of the community and functional connections between communities, shaping the functional type of communities territory cooperation as a laboratory of European integration and models of public management and administration of local and regional development, as well as determining priorities, tasks and measures of socio-economic development of a functional type of territory, in particular through the development of territorial and cross-border cooperation, creation and implementation of international projects.

The Report from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions (2021) can be given as an example of creating a systemic universal document based on the above-mentioned mechanism, which systematizes information on innovative actions, public administration practice, applied and proposed tools for supporting the development of European border regions, b-solutions initiative, the European cross-border mechanism, cross-border cooperation practice, EU financial instruments, conducting research, public participation. It also describes ways of revealing the potential of cross-border regions, creating a legal framework for the development of civil society, more effective local

and state administration, carrying out reforms, promoting good-neighbourly relations and reconciliation, etc. Another example is more than 50-year experience of the Association of European Border Regions (AEBR), as mentioned by M. Guillermo Ramírez (2018). AEBR studies the development of border regions as living laboratories of European integration, represents the common interests of more than 100 border regions of EU countries and EU neighbouring countries, develops tools for identifying obstacles and finding better solutions in cross-border cooperation and territorial development, considers cross-border cooperation in the context of multi-level management and functions as a fundamental platform for promoting and advising local, regional, national and European politicians on cross-border cooperation and territorial development issues. E. Meideiros *et al.* (2023) have studied modern innovative management actions of AEBR and the European Commission to improve the development of cross-border cooperation in creating strategies and better solutions for overcoming various obstacles and difficulties at the EU internal borders by implementing the European b-solutions initiative.

N. Gavkalova *et al.* (2019) have studied current issues of public and regional development management in Ukraine and implementation of good governance, namely the fact that the development of cross-border cooperation is still out of focus of development priorities of communities and regions of Ukraine and it is necessary to create innovative management tools for the development of territorial and cross-border cooperation of communities and regions of Ukraine, improve managerial competencies of representatives of communities and regions of Ukraine in this area, create new organizational forms for the development of cross-border cooperation, following the practice of the CoE Centre of Expertise for Good Governance and current issues of public management of cross-border cooperation development in Ukraine and the EU. The scientific and analytical reports of the Polissya Foundation for International and Regional Studies (2018) and the

National Institute for Strategic Studies (Khymynets *et al.*, 2021) describe the issues of developing cross-border cooperation and the activities of Euroregions in Ukraine, however, disregarding the modern practice of overcoming the identified problems and obstacles to the development of cross-border cooperation in Ukraine.

Ukrainian researchers conduct studies on the development of cross-border cooperation, the principles of good governance, the implementation of local self-government reform, multi-level management, public management and administration, the development of local and regional economy, etc. However, it is worth mentioning the lack of a systematic scientific approach to the study of territorial and cross-border cooperation as an area of good governance, public management and administration, where decisions are made and implemented and the cases of their implementation failure are studied. Therefore, the purpose of the research is to promote the formation of a systematized scientific paradigm for studying territorial and cross-border cooperation as a sphere of good governance, public management and administration, and to determine directions for its improvement.

The institutional method is one of the main methods applied in the research process to study the place and role of good governance in the system of public administration and the development of territorial and cross-border cooperation. Analysis and synthesis were used to estimate problematic issues and formulate a proposal for scientific research in the above-mentioned area. Abstraction and generalization were applied to study the competences of the CoE Centre of Expertise for Good Governance, the AEBR, the AEBR Information Centre at Simon Kuznets Kharkiv National University of Economics (S. Kuznets KhNUE), public authorities and the public sector of Ukraine in shaping policy in the field of territorial good governance and cross-border cooperation. The comparative analysis contributed to distinguishing the peculiarities of territorial and cross-border cooperation development. A synergistic approach was used to formulate a vision of good governance of territorial and cross-border cooperation, as a systemic phenomenon of public management of territorial development. A graphic method was used to present information clearly. Scientific publications, statistical and informational materials of ministries and departments of Ukraine, the European Union, its state authorities and local self-government bodies, as well as authors' personal scientific works serve as the basis of the present research.

INITIATIVES TO RENEW THE DEVELOPMENT OF CROSS-BORDER COOPERATION

Using the tools and experience of the best practices of the EU territorial and cross-border cooperation in organizing community cooperation at the local, regional, inter-regional and inter-territorial levels will allow territorial communities and regions of Ukraine to proceed to planning their socio-economic development as functional types of territory, which will contribute to increasing their competitiveness and investment attraction, involving Ukrainian communities and regions of Ukraine in the regional development policy and territorial cohesion of the EU, as active participants and will promote European integration as a political course of Ukraine.

Congressional hearings on cross-border cooperation and improvement of legislation on the participation of

local self-government in cross-border cooperation (2023) held in Uzhhorod on June 15, 2023 by the Congress of Local and Regional Authorities under the President of Ukraine to consider issues of the development level and ways to activate cross-border cooperation and improve legislation: the draft law on improving the participation of local self-government in cross-border cooperation served as a new impetus for conducting scientific research on formulating the mechanism of public management and administration of territorial and cross-border cooperation development in Ukraine. The AEBR Information Centre at S. Kuznets KhNUE and the AEBR Executive Committee initiated the process of synchronizing and harmonizing scientific research in the field of good governance implementation, multi-level public administration and partnership for cross-border and territorial cooperation development of Ukraine and the EU on the eve of the 10th anniversary of the establishment of the AEBR Information Centre at S. Kuznets KhNUE (Local and regional alliance..., 2022).

The CoE Centre of Expertise for Good Governance (2022) developed policy-making recommendations for the post-war recovery plan of local self-government, containing steps for further development of good governance in accordance with European standards and best practices, suggesting the creation of closer inter-municipal cooperation around a large city or on other territories, strategic planning and strengthening of metropolitan areas ("agglomerations"), the introduction of staff training and promotion in local self-government bodies. The Council of Europe Action Plan for Ukraine "Resilience, Recovery and Reconstruction" 2023-2026 (2023) defines the direction of strengthening proper democratic governance and public administration in Ukraine, providing recommendations during martial law and post-war recovery for parties involved in the field of implementing principles of good democratic governance through innovative approaches to partnership development, integration and social cohesion, implementation of good democratic governance principles, creation of tools and training materials to develop the potential of municipal governance and public administration, etc.

The recommendations and actions proposed by the CoE for local self-government bodies of Ukraine suggest adhering to the basic mechanism of implementing good governance "standards – tools – practice". The latest legislative initiatives of the Verkhovna Rada of Ukraine on determining the types of cross-border cooperation and differentiating forms of cross-border cooperation development are a powerful legislative step for strengthening local self-government of Ukraine and implementing the CoE standards, principles and tools of good governance (Fig. 1). According to the data of the Association of Ukrainian Cities presented at the Congressional hearings on cross-border cooperation and improvement of legislation on the participation of local self-government in cross-border cooperation (2023) territorial communities of Ukraine have established 186 municipal partnerships with foreign municipalities, of which 83 are agreements and memoranda of cross-border cooperation with municipalities of neighbouring countries. The report at the congressional hearing identified priorities, problems (Fig. 2) and solutions (Fig. 3) within the framework of the proposed legislative changes.

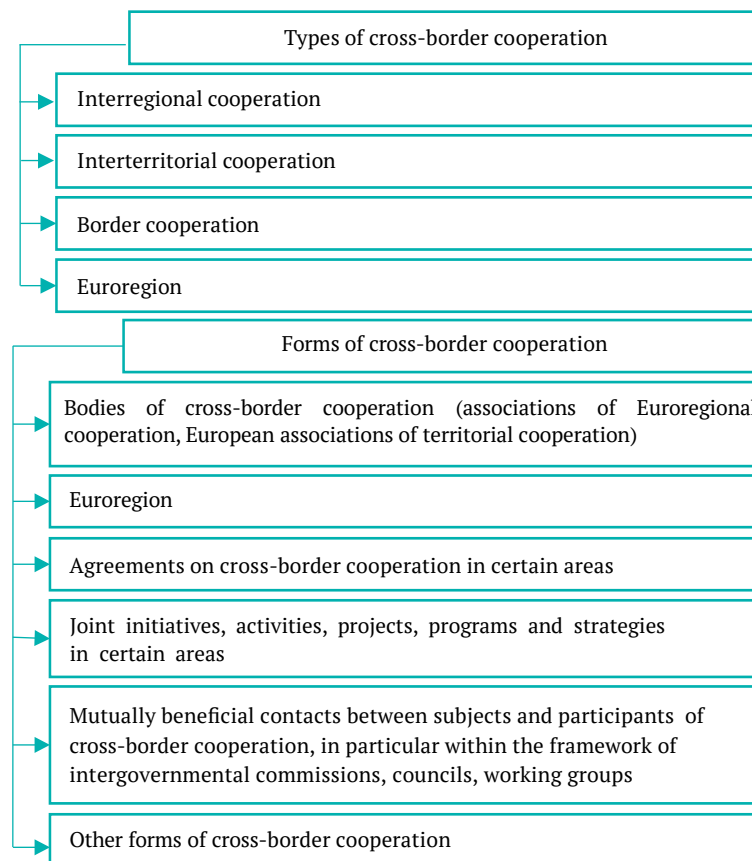


Figure 1. Types and forms of cross-border cooperation

Source: compiled by the authors based on Congressional hearings on cross-border cooperation and improvement of legislation on the participation of local self-government in cross-border cooperation (2023)

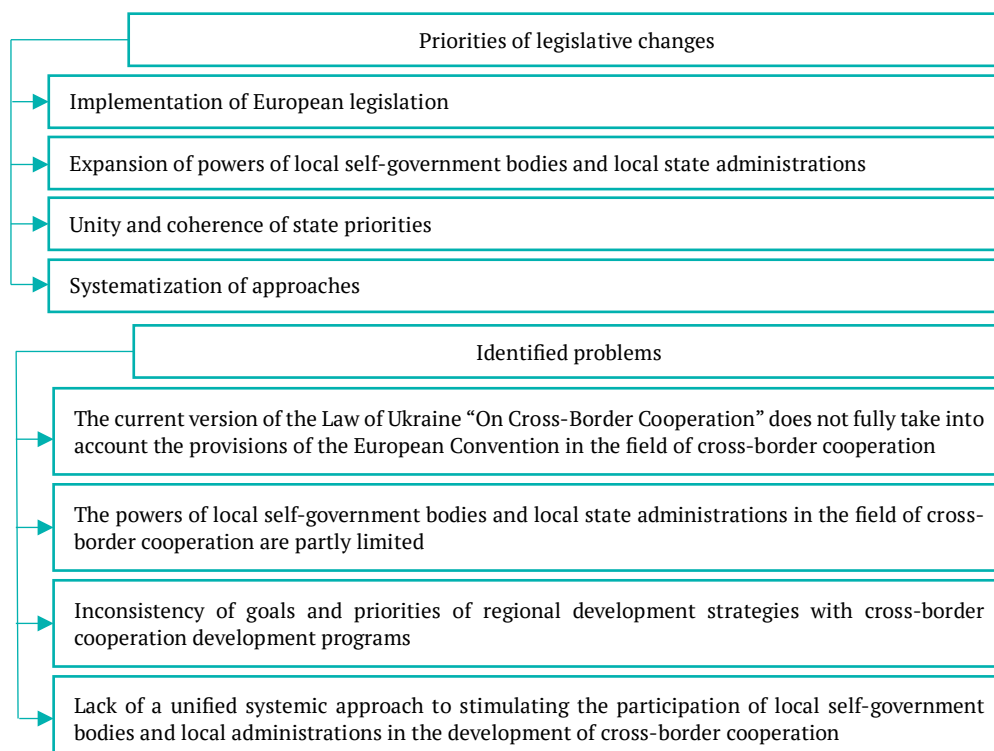


Figure 2. Priorities and problems of legislative changes

Source: compiled by the authors based on Congressional hearings on cross-border cooperation and improvement of legislation on the participation of local self-government in cross-border cooperation (2023)

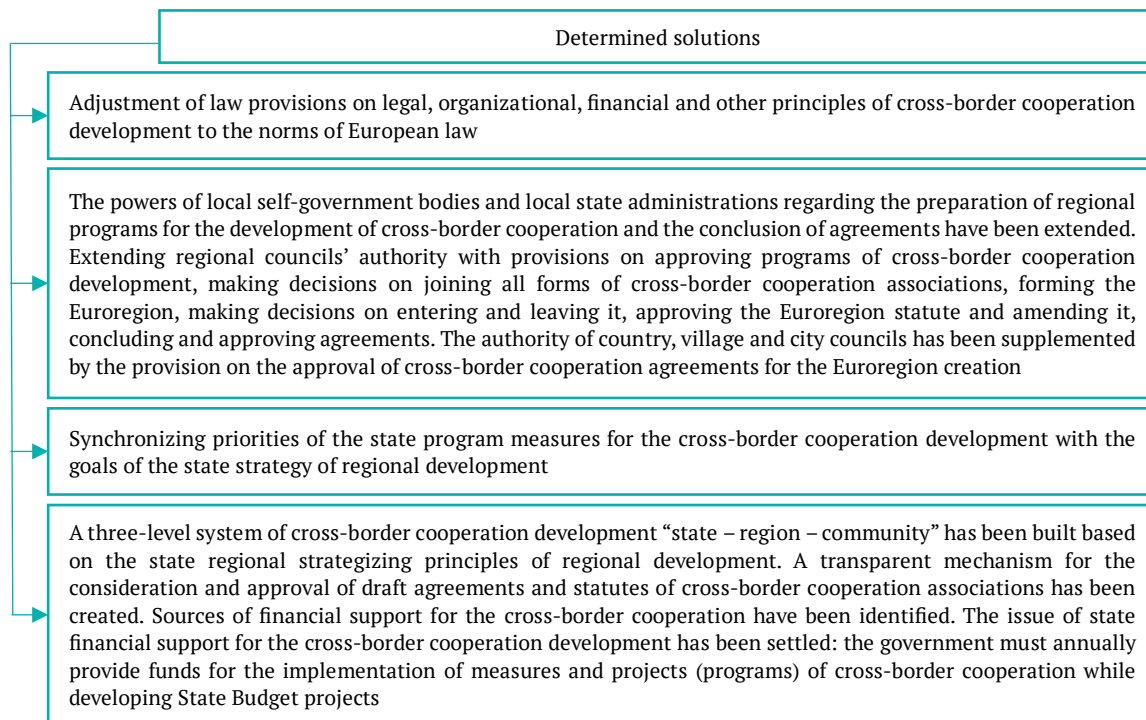


Figure 3. Decision on legislative changes

Source: compiled by the authors based on Congressional hearings on cross-border cooperation and improvement of legislation on the participation of local self-government in cross-border cooperation (2023)

The effective solution of the identified problems in the field of territorial and cross-border cooperation development in Ukraine provides for understanding and accepting that legislative changes proposed by the Verkhovna Rada of Ukraine (Draft Law of Ukraine No. 9450, 2023) are the sphere of implementation of good democratic governance of the CoE and best practices of the development of European border regions in accordance with mechanisms of good governance, namely: decision-making activities and the process, which either contributes to implementing decisions or not; the golden triangle of good governance "standards – tools – practice".

This approach will contribute to: adjusting legal, organizational, financial and other foundations of the development of cross-border cooperation of Ukraine to the norms of European law; ensuring a systematic approach to stimulating the participation of local self-government bodies and local administrations in the development of cross-border cooperation, according to existing European practices; promoting scientific interdisciplinary research on public management and administration of territorial and cross-border cooperation between Ukraine and the EU; implementing the approach of the AEBR Information Centre and the AEBR Executive Committee to the development of Ukrainian border regions as living laboratories of European integration, their initiative to create a platform for scientific cooperation between Ukrainian and European researchers in the field of cross-border and territorial cooperation development, using the long-term expertise of AEBR in supporting European border regions, overcoming obstacles in their development by implementing better management solutions, cooperating with institutions and organizations of the European Union, and work experience in Ukraine.

THE CORRELATION OF THEMATIC RESEARCH WITH THE PRACTICE OF TERRITORY DEVELOPMENT

The Cross-Border Cooperation Tool, published by the CoE Centre of Expertise for Good Governance (n.d.) in 2012, was the first to identify territorial and cross-border cooperation as a standard, a tool of CoE good governance aimed at strengthening effective management, establishing robust democratic institutions and strengthening capacity at the local level. It enables local authorities to develop and implement innovative and effective policies to improve life quality of their population. Cross-border cooperation is seen as a coordinated process of building neighbourly relations between local interested parties and authorities on both sides of the border in order to overcome such problems and promote the harmonious development of neighbouring communities. Its success must be built on clear distinct goals and readiness for cooperation.

The structure of the Cross-Border Cooperation Tool includes the following sections: 1 – Understanding cross-border cooperation; 2 – International environment; 3 – Creating a friendly environment; 4 – Initiating cross-border cooperation; 5 – Creation of cross-border cooperation; 6 – Financing cross-border cooperation; 7 – Responsibility; 8 – Examples of cross-border cooperation. The tool offers a crucial observation: cross-border cooperation initiatives can flourish even between non-adjacent local authorities. This means that they also apply to local authorities that are separated geographically from one another and from the border. In other words, cross-border cooperation is equivalent to interterritorial cooperation. It is important to note that the cross-border collaboration tool offers both well-known formats, like ones given below (Fig. 4).

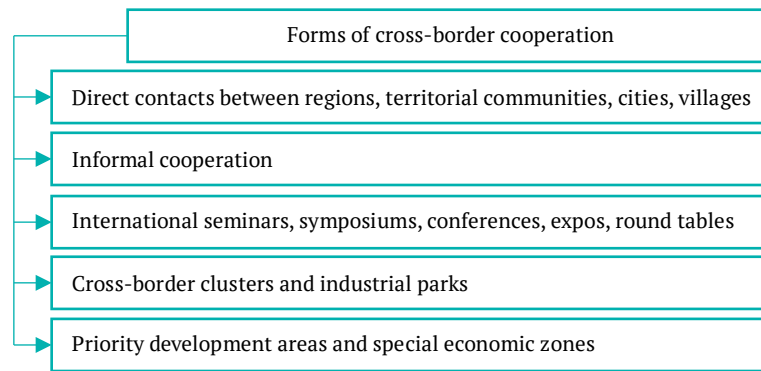


Figure 4. Forms of cross-border cooperation

Source: compiled by the authors based on the Centre of Expertise for Good Governance (n.d.)

The CoE and the Institute of International Sociology of Gorizia, Italy, have jointly created the E-DEN platform for consulting and exchanging thematic research and best practices of good democratic governance, demonstrating innovative and effective solutions on this issue

(E-DEN..., n.d.). The Cross-Border Cooperation Tool on the E-DEN platform provides recommendations on the process stages of establishing cooperation between neighbouring or non-contiguous territorial communities or authorities in cross-border cooperation (Fig. 5).

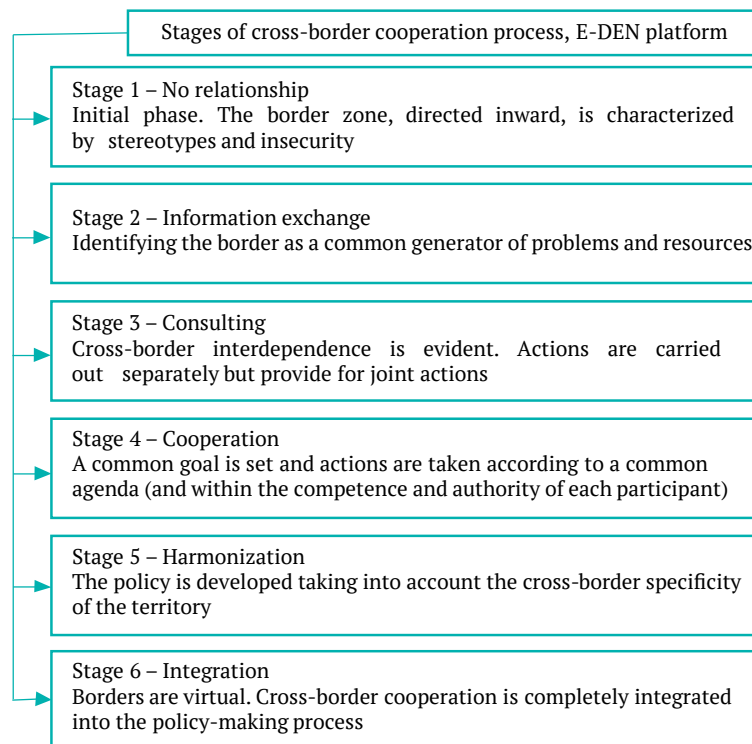


Figure 5. Stages of cross-border cooperation process

Source: compiled by the authors based on E-DEN – from e-database empowering networks to good governance platform (n.d.)

Cross-border cooperation is an official category of European territorial cooperation, as demonstrated by E. Me-deiros *et al.* (2023). It is a crucial component of territorial cohesion policy, encompassing a broader range of barrier-overcoming and multiple synergy effects between the public, civil society, and economic subjects across state borders. The number of research on the evolution of European territorial cooperation has increased since 2000. This is because the barrier effect of national borders is reduced, which significantly promotes regional growth. In the Ukrainian scientific research environment, the essence

of “Territorial and cross-border cooperation” has not yet been systematically studied as one of the sources of systematized information and European practices of public management of territorial and cross-border cooperation development, which are constantly being improved and spread in the European Union as a purposeful political process of European integration of border regions.

The authors of the article have conducted the analysis of Ukrainian and European scientific research, facts, events that can serve as a basis for implementing the CoE “Good Governance” standard and tools in the areas of good

governance of territorial and cross-border cooperation of border regions between Ukraine and Europe, carrying out more scientific research in the field of multi-level management. It is important to note that the intentional steps taken to carry out Ukraine's regional policy in the area of cross-border cooperation development were intended to establish Euroregions all the way around the country's state borders. From 1993 to 2012, 10 Euroregions were created: "Carpathian", "Bug", "Lower Danube", "Upper Prut", "Dnipro", "Slobozhanshchyna", "Yaroslavna", "Black Sea Euroregion" Association, "Donbas", "Dniester".

The European continent has a long history of creating Euroregions. Thus, the first Euroregion EUROREGIO was created in 1958 in the border territories of Enschede (Denmark) and Gronau (Germany). In order to promote the

advantages of cross-border cooperation and the unique development needs of border regions, as well as to provide political support and workable solutions, ten border and cross-border regions of Europe came together on September 27, 1971, to form the AEBR, which today unites more than 100 European border regions. According to M. Guillermo Ramírez (2018), cross-border cooperation is a crucial component of the European integration process, as it creates added value from a political, institutional, socio-economic, and socio-cultural standpoint. It also highlights the significant role of the AEBR in European policy concerning the development of territorial and cross-border cooperation. Cross-border collaboration in the framework of multi-level governance is acknowledged as a theme area in the AEBR plan until 2030 (Fig. 6).

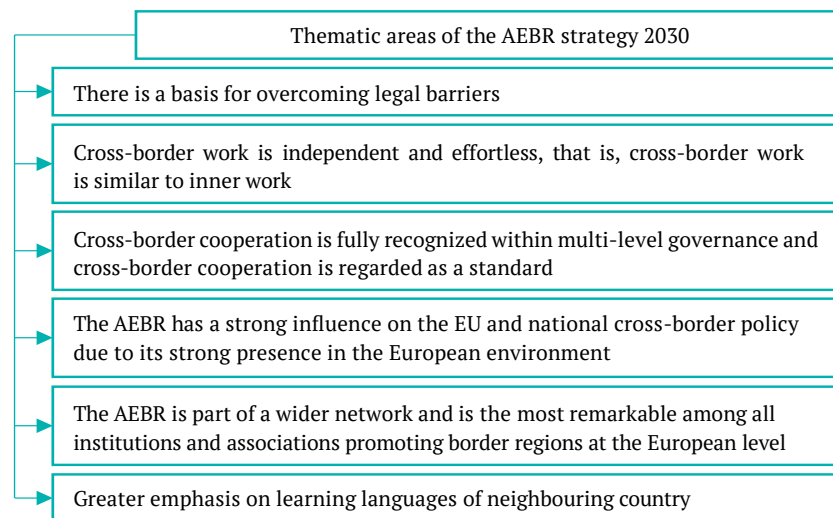


Figure 6. The AEBR strategy 2030

Source: compiled by the authors based on the Association of European Border Regions (2021)

The AEBR participates in networks, promoting cross-border cooperation, such as the Cross-Border Network of Euroinstitutes, a network of research and educational institutions under the leadership of the Euroinstitute in Keli; the Borders in Globalization Review (n.d.) project, and its sequel Borders of the 21st Century, built on a wide network of scholars and policymakers across continents. Since 2017, the AEBR has been holding the annual School of Cross-Border Cooperation for professionals and scientists. Here, they can exchange experiences and learn from one another's experiences in a more horizontal and interactive way, which encourages systematic reflection on their cross-border cooperation practices and offers feedback to researchers on the findings of their studies and professional experiences.

COOPERATION WITH THE ASSOCIATION OF EUROPEAN BORDER REGIONS AS A DIRECTION OF EUROPEAN INTEGRATION OF UKRAINE

As far as the AEBR's operation in Ukraine is concerned, it is aimed at finding a solution for the question: "What support is needed for Ukrainian border regions". The AEBR Information Centre supports the initiative to create the Assembly of Ukrainian Border Regions and Euroregions. The AEBR

promotes the development of multi-level partnerships at the international, national, regional levels and local levels of territorial communities and authorities of Ukraine and the EU, supporting diverse activities of the AEBR Information Centre, its competence in identifying and projecting territorial and cross-border cooperation, considering the AEBR Information Centre as a living laboratory of territorial and cross-border cooperation.

A living laboratory is a European user-oriented research concept realized through research and innovation processes within the framework of public-private partnerships in a territorial context, brought about as a solution to the European paradox – Europe's failure to transform scientific results into market innovations (Ark & Smyrl, 2017). In 2014, Ukraine and the EU concluded the Association Agreement, in which Article 446, Chapter 27 places particular emphasis on bilateral cooperation in the implementation of regional policies of multi-level management and partnership, with a special emphasis on the development of backward territories and territorial cooperation (Association Agreement..., 2014). Mission of Ukraine to the EU describes the directions of cooperation within the framework of the Association Agreement between Ukraine and the EU in the field of regional development,

emphasizing the engagement the regions of Ukraine in the activities of European regional associations, such as the AEBR (Regional cooperation, 2020). On June 23, 2022, Ukraine received the status of a candidate for EU membership, which makes Ukraine a full member of the programs

and initiatives of the European Union, available for both EU countries and countries with the status of a candidate for membership. The Instrument for Pre-accession Assistance III (IPA-III) for 2021-2027 focuses on the following priorities (Fig. 7).



Figure 7. Directions of cooperation between Ukraine and the EU

Source: compiled by the authors based on T. Bohdan (2022)

A. Tkachuk (2022) pointed out that Ukraine’s membership to the EU provides for changes at the local and regional levels through the implementation of multi-level governance, where each level of governance is oriented towards partnership relations and identified by the CoE principles of proper governance, transition to certain rules and procedures, characteristic for the EU, effective public investment at all levels of governance to ensure better living standard for people, development of communities

and territories. T. Bohdan (2022) pointed out that the European Commission’s Proposal for a Regulation of the European Parliament and of the Council on Establishing the Ukraine Facility (2023) was announced on June 20, 2023, according to which Ukraine can receive almost 50 billion euros from the EU by the year 2027 to implement plans for recovery, regional development, public administration reforms, good governance, integration of Ukraine and the EU, etc. (Table 1).

Table 1. The European Commission’s Proposal for a Regulation of the European Parliament and of the Council on Establishing the Ukraine Facility

Directions of the Ukraine facility	Directions and sources of financial support
Financial support: Non-refundable and credit support according to the developed plan of the Government of Ukraine	Changes to administration, adherence to the rule of law, and prudent financial management, promotion of efficient and effective management and control systems, significant attention to the fight against corruption and fraud, as well as other reforms and rapprochement with the EU
Investment framework program for Ukraine	Involvement of private and public investments in the recovery and reconstruction of Ukraine to support the implementation of the plan of the Government of Ukraine
Technical help and additional methods of support, such as the gathering of knowledge	By mobilizing experience regarding reforms, expert support, providing grants to municipalities, covering the interest rate on loans provided

Source: compiled by the authors based on T. Bohdan (2022)

In order to reform public administration and good governance, the authors of the current research paper feel that it is essential to leverage the regional experience of Ukraine in developing territorial and cross-border cooperation as well as to disseminate the best European practices in this area among Ukrainian communities and regions. Therefore, the general directions of improving the mechanism of public administration can be characterized by the following hands-on experience in the Kharkiv Region.

Development and approval of methodological recommendations on the participation of local self-government bodies of the Kharkiv Region in the development of inter-municipal cooperation. Cross-border cooperation was defined as a type of intermunicipal cooperation at the General meeting of the Association of Local Self-Government Bodies of the Kharkiv Region (2012) on March 30. A new type of development of border regions of Ukraine as Ukrainian border regions has appeared. The definition of

the concept of the Ukrainian border region is an important step that took place in the Declaration on the creation of the Assembly of Ukrainian Border Regions and Euroregions concluded by the Ministry of Regional Development and Construction of Ukraine on March 10, 2010, which was signed by representatives of regional councils, regional administrations and Euroregions of Ukraine (Assembly of Ukrainian Border Regions..., 2010). The creation of new regional frameworks for cross-border and territorial collaboration, including the “Region of inter-municipal cooperation”, through multilateral agreements between the Kharkiv Region’s local self-government bodies, the report of the executive directorate of the Association of Local Self-Government Bodies of the Kharkiv Region for 2012, the Border Association of Inter-Territorial Cooperation “Slobozhanshchyna” created on September 4, 2020, Dergachiv Subregion Memorandum signed on July 19, 2021 with communities of the Kharkiv district – Dergachiv

community, Solonitsevo settlement community and Malodanyliv settlement community.

Organizing the AEBR cooperation with Ukrainian border regions through the creation of the AEBR Information Centre at S. Kuznets KhNUE. Facilitating the holding of the Assembly of Ukrainian border regions and Euroregions, initiatives to create communication platforms: at the levels of “the AEBR – Ukrainian border region”, “the AEBR – conference of border regions of Eastern Ukraine”. The creation and execution of pilot programmes to broaden representatives of local self-government organisations’ competencies in the area of public administration of territorial and cross-border cooperation: school of public administration and project management – 2017 with the Kharkiv City Council; school of public diplomacy of Eastern Ukraine – 2020 with communities of Donetsk, Luhansk, Kharkiv and Sumy Regions; Breakfast of sustainable development of Slobozhanshchyna – 2021 with communities of Chuguyiv and Kharkiv districts of Kharkiv Region. In the field of creating a tool for effective governance of territorial and cross-border cooperation in Ukraine jointly with the AEBR, the development of a management tool of the territorial cooperation development, economic growth and stability of border regions – “Citizen Diplomacy for Territorial and Cross-Border Cooperation”, the presentation of which took place at the meeting of the AEBR Task Force on External Borders, within the framework of the AEBR General Assembly in 2019 in the city of Dresden, Elba/Labe Euroregion.

Therefore, in the context of the new phase of Ukraine’s European integration, as defined by its candidature for EU membership, one measure of the growth of regional and transnational cooperation between the EU and Ukraine may be the application of good governance in the field of transnational and territorial cooperation as part of support for new financial instruments of the EU for Ukraine, planning strategically for territorial and transnational collaboration among communities and regions in Ukraine in compliance with the most recent legislative measures of the Verkhovna Rada of Ukraine aimed at enhancing local self-government’s involvement in the growth of transnational cooperation. One of the top priorities for Ukraine’s European integration as a candidate for EU membership is the continuation of the reform of public administration and good governance. This calls for the creation of mechanisms for the CoE’s territorial and cross-border cooperation’s Good Governance Tool to be implemented. The relevance of this mechanism is determined by the most recent legislative initiatives to enhance local self-government bodies’ participation in inter-territorial and cross-border cooperation, while also taking into account the 1,469 new territorial communities that have been created in Ukraine as a result of the administrative and territorial system reform.

The AEBR Executive Committee and the AEBR Information Centre at S. Kuznets KhNUE based on their hands-on experience in Ukraine and on the eve of the 10th anniversary of the Centre’s creation, suggest activities for the synchronization and harmonization of scientific research of Ukraine and the EU in the field of multi-level management, good governance of territorial and cross-border cooperation between Ukraine and the EU, in particular through joint scientific research on the issues of a joint vision of the development of Ukrainian border regions as

laboratories of European integration with the participation of politicians, scientists, community leaders of Ukraine and the EU, providing support to communities and regions of Ukraine in creating their own tools for the implementation of territorial and cross-border cooperation based on innovations, principles, rules and practices of proper governance of the CoE and long-term theoretical and practical work of the AEBR in the field of supporting European border regions and Euroregions.

AN OVERVIEW OF OTHER RELEVANT WORKS ON THE SUBJECT

One of the areas of attention is the focus on the formation of an information base on theoretical-methodological and applied research of scientists and practitioners, which contains information on standards, tools, recommendations, reports, manuals on issues of public management of the development of cooperation territories in the context of good governance of territorial and cross-border cooperation. This will allow scientists and practitioners of Ukraine and EU countries to form common areas for scientific cooperation, taking into account the experience of forming such areas with the participation of the AEBR, the CoE’s Centre of Expertise for Good Governance for conducting joint Ukrainian-European research on topical issues of territorial development and the experience of creating living laboratories (Ark & Smyrl, 2017), which are models of open innovation, where scientific research is aimed at certain users.

The databases of thematic research of territorial and cross-border cooperation (E-DEN..., n.d.) and the introduction of the CoE cyclic mechanism of good governance: “standards – tools – practice” (Centre of Expertise for Good Governance, n.d.) are important sources of information. The practice of developing European legislative acts on the mechanisms of public management of cross-border cooperation development (Jančová *et al.*, 2023) and better management solutions (B-solutions initiative, n.d.) result from scientists’ and practitioners’ studies. The AEBR Information Centre at S. Kuznets KhNUE and the AEBR Executive Committee conduct the analysis of the current state and updating the database of thematic European and Ukrainian research in the field of legislative regulation of public management of territories development, “Good Governance”, territorial and cross-border cooperation within the framework of the planned actions (Local and regional alliance..., 2022) on the synchronization and planning of joint scientific research.

Ukrainian researchers’ meaningful interpretations of “Good Governance” and public administration should be provided for the implementation of reforms of public administration and good governance in Ukraine, particularly: B. Melnychenko (2021) defines “Good Governance” as a modern and acceptable paradigm of public administration in Ukraine, being better and more effective in contrast to previous theoretical and practical achievements of democratic reforms in European countries. According to M. Gordon *et al.* (2018) the paradigm of public management “Good Governance” is a process of political activity, which provides for the development and implementation of own mechanisms of complex management solutions and it can be effectively implemented at the local and regional levels, where it is possible to achieve an appropriate level of

interaction between territorial authorities, civil society organizations and business representatives to solve socially important problems. It can be a methodological basis for the development of a new managerial interaction model of territorial authorities and civil society organizations in Ukraine and ensure the effective and efficient performance of various public functions by the public management system.

N. Gavkalova *et al.* (2019) scientifically substantiate the necessity to ensure regional development through the implementation of effective public management and administration. The authors of the present research agree with the proposals on substantiating the essence of regional management in the country, taking into account the influence of integration and globalization, as well as the need to improve the mechanisms of public management and administration of territories development. Y. Gorodnichenko *et al.* (2022) offer to consider political processes and principles of the post-war recovery of Ukraine, as a comprehensive vision of transformation processes and public administration reform in Ukraine, where the reconstruction of Ukraine is considered as a deep modernization of the country on the way to joining the European Union.

J.L. Wong Villanueva *et al.* (2022) propose a system of criteria for evaluating cross-border governance as a process of convergence of good governance and cross-border cooperation and strengthening cooperation and integration. Management is understood as an “act of management”, a political decision-making process, in which participants are organized through relational structures, forming a set of principles, rules, etc. to implement processes (discussion, negotiation, decision-making, etc.) to ensure better productivity and/or obtain better results. R. Ferreira *et al.* (2019), as representatives of the European Commission, reveal modern European challenges in the development of cross-border cooperation and border regions. The characteristic given by the representatives of the European Commission on actual processes of territorial development taking place in the European Union (EU), particularly in overcoming the existing administrative barriers, obstacles, disparities occurring on the internal borders of the EU, as well as on tools for solving them on local, regional, national and trans-European levels is of great importance.

J. Beck (2022), characterizing the European experience in the development of cross-border cooperation, provides information on the creation of a large number of structures with more than 21,000 full-time employees in the field of territorial development at the local, interregional and macroregional levels during 30 years. The given information on the implementation of the “Open Government” model in European border regions will be useful for representatives of local self-government bodies of Ukraine in the context of the latest initiatives of the Verkhovna Rada of Ukraine in the field of inter-territorial and cross-border cooperation development. E. Brunet-Jailly (2022) specifies the importance of trade in the development of economic integration in cross-border regions. The authors agree with the presented conclusions that in the conditions of globalization, increased trade between world regions, cross-border cooperation took various forms, ranging from intensive trade relations to cross-border institutionalization. The regional driving forces, creating these forms of cross-border cooperation in different regions of the world determine types

of relations, ranging from the absence of active relations to intensive trade and state forms of cooperation.

According to K.K.A.R. Aldrou *et al.* (2023), a holistic approach that involves effective interaction between high levels of government, ranging from local to worldwide, is made possible by the sustainability of regional development. Consequently, from a theoretical and practical standpoint, a comprehensive examination of the administrative and legislative issues influencing sustainable regional development is crucial, especially for areas where the external environment is changing very quickly. N. Kalakun (2021) points out that pursuing governmental reforms at both local self-government level and at the level of state executive bodies of Ukraine is impossible without revising the main legislative framework, making changes to the current legislation and developing and adopting new normative legal acts. The experience of European countries regarding the implementation of the reform on the new power distribution among authorities is particularly valuable.

S. Bentaleb (2021) emphasizes that borders and cross-border issues are a significant phenomenon of modern scientific research in this field and they are of geostrategic relevance. The purpose of cross-border cooperation provides for initiatives and strategies both at the local and regional levels established by legal entities in cooperation with other subjects in multimodal cooperation, spatial dimension and solving the issue of supporting the development of territorial borders in all social aspects, taking into consideration new local, regional and international factors. About 30% of EU citizens reside in the areas along the 40 land borders that separate the EU from its member states, which make up 40% of the EU’s total area (Opiola & Böhm, 2022). In the national context, border regions are frequently the least developed areas. Although the process of European integration has produced notable outcomes, there remain several unresolved issues stemming from variations in the legal and administrative frameworks among the member states. The study demonstrates that the ability of locals to establish institutions that can provide a solid foundation for regional and cross-border growth is a key factor in determining a region’s long-term success.

N. Crossey & F. Weber (2023) emphasize that border regions are a form of multi-level governance and alternative cross-border arena of political action, through both the practical management of cross-border projects and through the representation of cross-border interests in multi-level governance structures. The system resource for border area management is the EU KEEP project database, which includes structured data on funding for cooperation, including the terms, budget, and thematic scope of the project as well as the locations of primary partners and project partners (Chilla & Lambracht, 2023). A. Duleba (2022) points out that pursuing symmetry in the EU and Ukraine relations in the field of institutional mechanisms of their mutual interaction and cooperation is in the interests of both parties. The implementation of the Association Agreement with Ukraine is a test for the EU to maintain its ability to be a transformative party in Europe through the expansion of its common space of the four freedoms. The authors agree with T. Oriekhova (2022), who points out that the status of a candidate for EU membership can be an impetus for attracting foreign investment to the economy

of Ukraine for its reconstruction in the post-war period and it marks the beginning of radical changes and the inevitability of aligning Ukrainian legislation with the European Union legislation. According to S. Hippe *et al.* (2024), border regions are important components of European integration and territorial objects with great potential. It is suggested that more theoretical and empirical study be done in border regions to explain the processes of territorial stability and convergence as a means of assessing the potential that now exists in those territories.

Summarizing the research results, it should be pointed out that good governance, territorial and cross-border cooperation are the focus of European and Ukrainian scientists and practitioners in the field of public management of territorial development. However, it is worth mentioning that the European experience suggests the mechanism of scientific research influence on making better management decisions at the national legislative level and creating appropriate program and financial instruments for their implementation at local and regional levels. In Ukrainian practice, this important mechanism of influence on regional development still remains undeveloped, unresearched and needs to be improved with the participation of European and Ukrainian scientists and politicians, taking into account the latest legislative initiatives of the Verkhovna Rada of Ukraine regarding the participation of local self-government bodies in inter-territorial and cross-border cooperation and updating the regional policy of Ukraine.

According to the AEBR representatives, the first steps could be a discussion of a range of thematic issues in the field of public management of territorial development, good governance, territorial and cross-border cooperation by publishing joint thematic articles in Ukrainian and European journals by European and Ukrainian scientists and politicians. The creation of legislative implementing acts, which are also the result of the joint efforts of European scientists and politicians, with appropriate financing, as well as the above-mentioned aspects, is a specific feature of European experience. This direction of public administration is not developed in Ukraine. The AEBR's proposals, presented in the article, are aimed at creating this mechanism of influence and are the first stage of this process.

● CONCLUSIONS

Cross-border cooperation through the CoE's Good Governance Tool is based on a number of factors, including the institution's current theoretical and practical potential, the collaboration of scientists, politicians, and community leaders; the development of tools for implementing regional policies of multi-level management and partnership; the adoption of novel processes; financial support; and the achievement of regional development goals. During the past five years, the European Union has witnessed a number of noteworthy changes in the evolution of territorial and cross-border cooperation. These developments have been linked to the establishment of European regional policies aimed at surmounting barriers, obstacles, and challenges in the development of territorial and cross-border cooperation, as well as the development of institutional, financial, and programming tools to support European border regions. Practical work on the

development of border regions in Ukraine and scientific study have not yet taken these dynamics into account.

The AEBR Executive Committee and the AEBR Information Centre at S. Kuznets KhNUE propose the implementation of a promising pilot initiative and the joint publication of thematic scientific articles by scientists and practitioners in the fields of public management of territorial development, good governance, territorial and cross-border cooperation, taking into account the partnership relations between the AEBR and S. Kuznets KhNUE. In order to overcome barriers and disparities in the development of inter-territorial and cross-border cooperation, more attention should be paid to the development of the AEBR cooperation development programmes with Ukrainian border regions. These programmes serve as a direction for Ukraine's European integration processes, the state strategy of regional development, and a tool for public management of the development of regions' territories and communities in Ukraine. They also present the potential of Ukrainian border regions and communities, create multi-level inter-territorial inter-municipal partnerships, and effectively participate in EU projects and programmes. The project initiative to establish the Assembly of Ukrainian border areas and Euroregions should be developed further.

The steps listed above are pertinent when considering Ukraine's European trajectory and the implementation of public administration reform in light of recent legislative initiatives of the Verkhovna Rada of Ukraine. These initiatives include the restoration of Ukraine's regional development strategy, the improvement of local self-government bodies' participation in the development of inter-territorial and cross-border cooperation, the establishment of a Ukrainian-European environment for scientific research in the fields of territorial development management, good governance, territorial and cross-border cooperation, and the involvement of Ukrainian scientists in European research grants and projects.

The above-mentioned initiatives and proposals of the AEBR Executive Committee and the AEBR Information Center at S. Kuznets KhNUE can become the foundation for the implementation of the CoE's "Good Governance" standard and tools in the field of territorial and cross-border cooperation in Ukraine, as a modern European paradigm of public and multi-level governance and post-war recovery of Ukraine. Further research is planned to be carried out in the field of designing a model for the Ukrainian border region development as a living laboratory of European integration, applying the European b-solutions initiative methodology for public management of territories development and the implementation of better management solutions, creating methodological suggestions for the creation of multi-level development partnerships between the territorial and transnational cooperation of Ukrainian communities and regions in accordance with the most recent initiatives of the Verkhovna Rada.

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● CONFLICT OF INTEREST

None.

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Сутність інструменту доброго врядування «Територіальне та транскордонне співробітництво» Ради Європи для регіонального розвитку: огляд літератури

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Анотація. Серед пріоритетних завдань регіональної політики та євроінтеграційного курсу України є застосування кращих європейських стандартів та передового досвіду публічного управління та доброго врядування територіального та транскордонного співробітництва для зміцнення потенціалу та посилення інституційної спроможності громад та регіонів України. Тому метою статті було визначення напрямів удосконалення механізму публічного управління регіональним розвитком територіальних громад та регіонів України через застосування стандартів та інструментів доброго врядування Центру експертизи Доброго врядування Ради Європи, керуючись практикою Асоціації європейських прикордонних регіонів. У дослідженні використані методи наукового пізнання: історичний, логічний та узагальнення, що дозволили дослідити стан і досвід розробки науково-теоретичних положень та практичної діяльності суб'єктів і учасників регіональної політики у сфері розвитку доброго врядування територіального та транскордонного співробітництва. Визначено, що одним із напрямів вдосконалення механізму публічного управління регіональним розвитком громад та регіонів є запровадження циклічного механізму доброго врядування Ради Європи, який складається з: розробок стандартів; створення інструментів, рекомендацій, звітів, посібників; дослідження кращих практик (золотий трикутник доброго врядування «стандарти – інструменти – практика»). Обґрунтовано необхідність подальшого проведення формулювання напрямів вдосконалення механізму публічного управління регіональним розвитком громад та регіонів України через взаємодію і партнерство з Асоціацією європейських прикордонних регіонів. Проведення науково-теоретичного студіювання стандарту та інструментарію доброго врядування «Територіальне та транскордонне співробітництво» Ради Європи та дослідження практики роботи Асоціації європейських прикордонних регіонів дозволили акцентувати увагу на імплементації стандарту та інструментарію доброго врядування «Територіальне та транскордонне співробітництво» на місцевому та регіональному рівнях. Результати дослідження можуть бути використані на практиці представниками органів публічної влади та громадського сектору для оновлення стратегій місцевого та регіонального розвитку на основі імплементації стандартів й інструментарію доброго врядування

Ключові слова: публічне управління та адміністрування; європейська інтеграція; удосконалення механізму публічного управління; розвиток території; громади та регіони