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COLLABORATIVE GOVERNANCE AS THE BASIS FOR POST-WAR RECONSTRUCTION: CASE OF UKRAINE

Postwar reconstruction is a complex, multi-level process that encompasses not only the rebuilding of infrastructure but also the reconstruction of institutions, social capital, and the legitimacy of government. In this context, innovative approaches to governance take on particular importance, with the concept of Collaborative Governance (Co-governance) playing a key role. It involves engaging government, private, and civil society actors in a joint process of decision-making and policy implementation.

The concept of collaborative governance began to be studied and discussed around the turn of the 21st century, as evidenced by the active publication of works on the subject during that period.

The predecessor of collaborative governance was likely participatory management: building on the Hawthorne experiments (Elton Mayo et al., 1924–1932, and the work of K. Lewin (1940s) [1], a series of specialized publications on collaborative governance appeared in the late 1990s [2].

In the classic definition proposed by C. Ansell and A. Gash, collaborative governance is a form of governance in which public agencies directly involve non-state actors in a formal, consensus-oriented decision-making process in the realm of public policy [3].

The key characteristics of collaborative governance are:

- multi-stakeholder approach: various stakeholders work together to achieve common goals – shared responsibility;
- horizontal connections and network structures: every participant in the process has equal opportunities to influence outcomes – equal participation;
- deliberative nature of decision-making: ensuring open communication and transparency among all participants – open dialogue;
- Focus on consensus and shared responsibility: decision-making through reaching agreement rather than majority voting – consensus-based decision-making;
- Building trust: emphasis on building trust, long-term partnerships, and ongoing communication – long-term relationships.

Co-governance is a governance model that involves an inclusive, structured decision-making process in which government bodies and non-state actors participate. Key principles include voluntary participation, equal rights for participants, transparency of procedures, accountability, and shared ownership of the outcome. In general, six conditions for effective cooperation in co-governance as a process are identified:

1) general recognition of the problem,
2) resources,
3) leadership,
4) rules of participation,
5) external support,
6) shared commitment to goals.

The advantages of collaborative governance include:

- involving "all" stakeholders – which enables more informed and realistic decisions;
- mobilizing additional resources and expertise (pooling budgets, expertise, and personnel) – fostering innovation by combining diverse perspectives and experiences;
- increasing transparency and trust through joint discussion of issues;
- enhancing accountability (participants monitor one another);

• enhancing the legitimacy of decisions and resolving conflicts by taking into account the interests of various parties – reducing conflict through broad participation.

Another key advantage of co-governance is fostering a sustainable partnership between the government and society, which is beneficial in the long term.

The challenges of co-governance include:

• Reaching consensus can be a lengthy and complex process, especially in the case of large groups with diverse interests;
• Lack of resources: a shortage of time or funding may limit the ability to engage all stakeholders;
• Challenges in communication and coordination among different participants.

In the context of post-conflict recovery (characterized by destroyed or partially destroyed institutions; low levels of trust; high social fragmentation; and competition for resources), the key challenge to implementing shared governance is the establishment of legitimate and effective institutions capable of ensuring the provision of public goods and social stability. It is precisely here that shared governance serves as a response to the structural limitations of the traditional hierarchical state, since:

- it enhances legitimacy through participation,
- it facilitates the coordination of formal and informal institutions,
- it reduces the risks of conflict through inclusive dialogue [4].

Global experience with post-conflict recovery demonstrates various models of shared governance. For example, in Afghanistan, thanks to the government-led Citizens' Charter Afghanistan Project (CCAP).

In Rwanda, decentralization reform became part of a broader strategy aimed at expanding the powers of local self-government bodies and improving interaction between the government and the community.

In Sierra Leone and Liberia, local self-government reforms and Community-Driven Development (CDD) programs were launched, which helped empower citizens to participate in decision-making and to monitor and evaluate projects.

In Colombia, following the 2016 peace agreement, the Programas de Desarrollo con Enfoque Territorial (PDET) – territorial development programs involving communities (bottom-up) – were implemented; however, a number of projects suffered from excessive centralization of resources

In the Philippines, following the peace agreement, the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) was established with its own parliament and executive authorities, where multi-stakeholder councils were formed

The successful experience of the Republic of Croatia (1996–1998) demonstrates the importance of inclusive and multi-level models of co-governance. The United Nations Transitional Administration for Eastern Slavonia (UNTAES) [5] became the key institutional mechanism for peaceful reintegration. Noteworthy practices of colaborative governance in Croatia's reintegration process:

1. Multi-stakeholder engagement. Reintegration involved the participation of:

• central government bodies;
• local self-government bodies;
• international organizations;
• representatives of various ethnic communities.

2. Police integration as a mechanism for building trust. The creation of mixed police units composed of representatives of the Croatian and Serbian populations became an important tool for reducing tensions, building trust in institutions, and ensuring security.

3. Participatory mechanisms. The reintegration process included consultations with local communities, which allowed for their interests to be taken into account and increased the legitimacy of decisions, and included:

• joint consultative councils;
• return commissions;
• local negotiation platforms.

4. Transitional justice and protection of minority rights:

• the right to education in one's native language;
• cultural autonomy;

- political representation;

guarantees of employment in the public sector [6].

The Republic of Croatia's experience in applying the principles of shared governance has contributed to:

- restoring the state's legitimacy (restoring Croatia's sovereignty; holding democratic elections; integrating local institutions) through public participation;
- a reduction in conflict (no large-scale resumption of conflict; successful demilitarization; stabilization of the region) thanks to the institutionalization of dialogue;
- effective coordination of resources (creation of co-governance models; integration of local elites; development of new administrative practices) between national and international actors;
- inclusive reintegration (return of the population; reduction of interethnic tensions; gradual restoration of trust), which encompassed not only territories but also the population [7].

Thus, co-governance became not only a management tool but also a mechanism for transforming post-conflict society, enabling the Republic of Croatia to meet the accession criteria and become a member of NATO in 2009 and the EU in 2013.

The Croatian model of colaborative governance for the reintegration of de-occupied territories had certain limitations:

- an imbalance of influence between international and local actors;
- limited autonomy for local communities in the early stages;
- slow economic recovery (depression) in certain regions;
- long-term consequences of the war (mine hazards, psychological trauma, etc.)
- lasting social consequences of the conflict (e.g., mistrust);
- significant demographic losses and emigration, as well as the persistence of everyday interethnic tensions;
- dependence on external support [8–10].

For Ukraine, this experience serves as a valuable guide in shaping its own model of recovery, which requires the synchronization of security, humanitarian, and governance components and must be based on partnership, trust, and shared responsibility among all participants in the process.

The process of reintegrating de-occupied territories into the Republic of Azerbaijan differs from the Croatian experience. The following issues are central to this process:

- restoration of state administration;
- return of internally displaced persons;
- reconstruction of infrastructure;
- integration of the population;
- establishment of a new governance system.

In the context of shared governance, the Karabakh case is of particular interest, as it combines a centralized model of state administration with elements of international support, local participation, and inter-institutional coordination.

In particular, the "Great Return" program [11]:

- return of IDPs;
- housing construction;
- job creation;
- restoration of social infrastructure;
- ensuring access to education and healthcare.

A drawback of this approach to reintegration was the lack of systematic training for mid-level managers in the de-occupied territories. As a result, the Azerbaijani government was forced to "transfer" managers from the country's central regions and co-opt them into the "new" territories. De facto centralized state administration proved inflexible to local needs and led to a shortage of managers at the outset of reintegration [12].

The Azerbaijani case study on colaborative governance is noteworthy for the following reasons:

1. Inter-institutional coordination. Despite the dominance of a centralized model, the reintegration process includes elements of co-governance; specifically, collaboration involves:

- government institutions;
- international organizations;
- donor agencies;
- the private sector;
- local communities.

The United Nations Development Programme (UNDP) supports governance, sustainable development, and institutional capacity-building programs in Azerbaijan [11].

2. Digital governance. One of the new elements is the digitalization of governance:

- e-services;
- digital cadastre;
- smart governance;
- automated administrative systems.

First and foremost, this is viewed as a means of rapidly integrating territories into a single administrative space of the state.

3. Educational and Social Integration. An important component of reintegration is the development of education and science. In 2024–2025:

- new educational institutions were opened;
- Karabakh University was established;
- vocational training programs are being implemented [13–14].

Despite Azerbaijan's financial and resource capabilities and the positive outcomes of de-occupation, we face the following humanitarian and demographic challenges of reintegration: the threat of landmines (a significant portion of the territories requires large-scale demining); infrastructure destruction; demographic changes; and the difficulty of ensuring the sustainable return of the population. Furthermore, the centralized model of the reintegration process leaves the most complex component – the integration of the Armenian population in the region – unresolved, as the following issues persist:

- low levels of trust in both the authorities and "neighbors";
- the absence of sustainable mechanisms for interethnic dialogue;
- high levels of political polarization.

For colaborative governance, this creates serious constraints on the use of participatory mechanisms and the development of inclusivity.

For the Karabakh model of reintegration, shared governance demonstrates that:

- shared governance can take various forms;
- post-conflict reintegration does not necessarily require a high level of decentralization;
- the effectiveness of shared governance depends on the balance between security, institutional capacity, and inclusivity.

Parameter	Croatia	Azerbaijan
Type of reintegration	international transitional administration	centralized state model
Role of the UN	key	limited
Governance model	colaborative governance	Hybrid governance
Police integration	Mixed forces	Centralized control
Interethnic dialogue	Institutionalized	Limited
Population return	Bilateral	Predominantly Azerbaijani IDPs

Functional advantages of collaborative governance for the reintegration of de-occupied territories:

1. Restoring trust and social capital: collaborative governance creates platforms for interaction among different groups, which helps build trust – a key resource for the stability of a post-conflict society.

2. Effective management of complex issues: Reconstruction involves cross-sectoral challenges (infrastructure, social policy, economy) that cannot be addressed by a single institution. Collaborative governance ensures the coordination of resources and expertise among various actors.

3. Conflict management: collaborative governance serves as an effective mechanism for mediating conflicts among stakeholders, balancing interests and reducing tensions.

4. Improving policy quality: involving diverse actors enhances the quality of decisions by integrating varied knowledge, experience, and perspectives [15–16].

For Ukraine, in the context of post-war reconstruction, collaborative governance could become a key model given the following factors:

1. Decentralization: The ongoing reform is creating an institutional foundation for local partnerships [17].

2. Active civil society: volunteer and community initiatives can be integrated into the decision-making process.

3. International aid: requires coordination between the state, donors, and local actors.

4. The need for legitimacy: citizen participation gradually increases trust in government decisions.

Ukraine has initiated a broad range of measures to restore and strengthen governance. Key elements include:

1. Legislation and policy development: the adopted "Plan for the Recovery of Ukraine" (https://recovery.gov.ua/en) and over 20 national programs involving the civil society sector, business, and international partners. Vision for Ukraine's recovery: "A strong European country – a magnet for foreign investment"), the "Post-War Development Strategy" in addition to the Law "On Public Consultations" [18] (providing for the creation of consultation platforms - online platforms, public councils under ministries and regional state administrations – and pilot local planning projects supported by UNDP and donors. For example, the "Ukraine Recovery Plan" provides for the "Ukraine Early Recovery Program" with support from the UNDP (the European Investment Bank (EIB) is involved), among other initiatives. All these initiatives were based on broad decentralization [19–21].

At the institutional level: the Ministry of Community and Territorial Development is in operation, and the State Agency for Infrastructure Recovery and Development has been established; there are advisory bodies (public councils attached to government agencies, the National Recovery Council, and reform working groups); local self-government (communities): the mechanism for intergovernmental transfers has been revised, and construction programs have been launched.

To develop collaborative governance, it is important to have a policy-making process based on the following tools:

- online platforms: a unified portal for public consultations (a government resource mandated by law for each central government agency) and specialized reconstruction portals, as well as electronic participation services (Vzaimodiya, Diya.Petitions, Diya. Construction) [22];
- consultations and hearings: public discussions of draft laws and urban planning decisions, public hearings on community plans, voting on street names, local forums and hearings, public opinion polls, and roundtables involving all stakeholder groups;
- participatory budgets: allocation of 1–5% of local budgets to projects proposed and voted on by citizens;
- New initiatives: "Open MAPA Center" (shelter, accessibility, educational spaces, Action Centers, etc.) [23], project competitions for communities (for example, a project for needs assessment and recovery planning at the local level, where 10 pilot communities were selected). A key initiative by the central government was: "communities play a leading role in recovery" – to this end, selected communities receive technical support (planning, anti-corruption assessments) funded by the Government of Japan and the UNDP;
- special councils and commissions: for example, the Recovery Coordination Commission (which may include ministers, government officials, UN/EU experts, and civil society representatives);
- training programs, such as "Governance in Conflict and Post-Conflict Settings" (Donetsk and Luhansk regions, 2021); "Governance under Martial Law and Post-War Recovery," the project "Professional

Development of Veterans for Positions in the Civil Service and Local Self-Government" (2022–2023), and others [24–25].

2. Civil Society: Since 2014, and especially after 2022, civic engagement has grown significantly (volunteer movements, initiative groups, etc.). Civic communities are involved in supporting the military and the civilian population, as well as in dialogue with the government. With UNDP support, the "Support for Civil Society and Youth" (CSYP) project was launched. Participation takes place through advisory councils attached to ministries, reform working groups, and platforms such as the National "Dialogue" Platform ("Roundtables" on recovery). Traditionally, there are public councils attached to regional state administrations, and these can now be transformed into joint reconstruction councils (involving municipal/regional authorities, CSOs, community leaders, and donors). For example, government advisory councils on veteran rehabilitation or infrastructure reconstruction [26–27].

Business, the private sector, and donors. The country's reintegration and reconstruction require multi-stakeholder platforms that bring together different sectors of society and various stakeholders. For example, the creation of investment councils under the Government/Ministry of Economy, public-private partnerships (under Ukraine's Law "On Public-Private Partnership") for infrastructure restoration, and joint public-private funds [28].

Collaborative governance within the Ministry of Defense of Ukraine. "Guidelines on Collaborative Governance within the Ministry of Defense of Ukraine." The main goal of collaborative governance is "to effectively support senior civilian and military leadership in fulfilling their functional duties, particularly in the decision-making process on key issues, which will meet public expectations, comply with international agreements, and strengthen public trust in the defense ministry." [29]

The collaborative governance model within the Ministry of Defense of Ukraine includes the following levels:

1. The first level – executive – where decisions on key issues within the Ministry of Defense are made;

2. The second level—functional –where common recommendations are formulated and the implementation of the main tasks and functions of the Ministry of Defense, the Ministry of Defense's intelligence agency, the Office of the Commander-in-Chief of the Armed Forces of Ukraine, the General Staff of the Armed Forces of Ukraine, the military command bodies of the Armed Forces of Ukraine, and the State Special Transport Service, including the processes of developing and implementing strategies, programs, and plans;

3. The third level – enabling – involves the creation of permanent or temporary commissions and working groups whose activities are aimed at ensuring and coordinating measures to implement the tasks and functions of the components of the Ministry of Defense system, as well as the development of expert recommendations for consideration and adoption by higher-level committees in accordance with their respective jurisdictions.

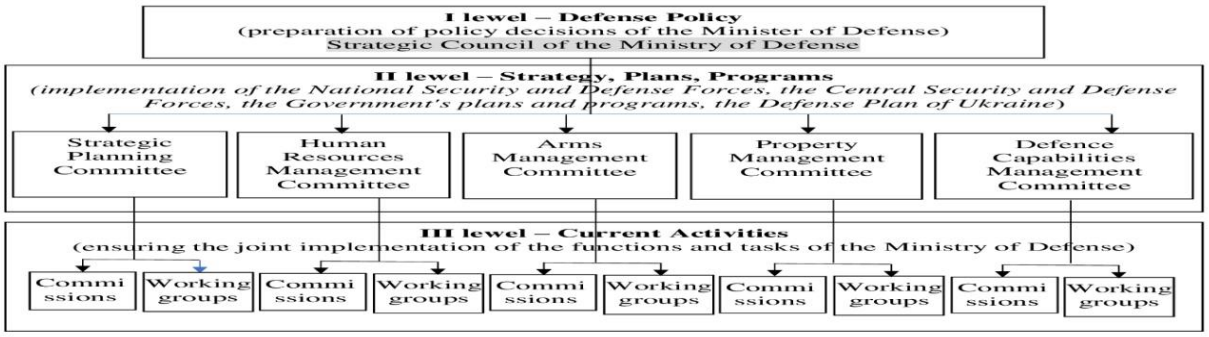


Diagram of the levels of collaborative governance in the Ministry of Defense of Ukraine (Methodological recommendations on collaborative governance in the system of the Ministry of Defense of Ukraine)

Other examples of collaborative governance in Ukraine include:

- urban management - where local authorities work with communities, nongovernmental organizations, and businesses to address local issues such as transportation or environmental concerns;
- health policy – collaboration between authorities, medical organizations, and civic groups to develop health policies;
- educational initiatives – collaboration between educational institutions, businesses, and civil society organizations to improve the quality of education.

Risks and obstacles to the full development of collaborative governance. Despite its significant potential, collaborative governance faces a number of challenges:

- power asymmetry among participants;
- the difficulty of reaching consensus;
- the risk of the process being “hijacked” by influential groups;
- high transaction costs for coordination.

There is also a risk of societal polarization along current lines of division, and in the future, a possible split – conflicts over values (for example, between combatants and men who have left the country).

War and occupation have cut off access to parts of the territory, while the destruction of infrastructure and corruption risks significantly erode trust. Corruption remains a major threat and obstacle: substantial amounts of donor funds and state funds require strict oversight.

Regional inequalities (experience shows that agricultural regions often receive fewer services after conflicts). Inequality and vulnerable groups: the risk that “stronger” communities will receive greater preferential treatment at the expense of “weaker” communities.

Security component: conducting joint activities in the security zone requires coordination with the military administration.

Legitimacy: trust in the authorities must be supported by procedural fairness. It is important to ensure genuine representation - avoiding the creation of “fictitious” councils where participants are merely symbolic. Timely communication, regular reports on the fulfillment of promises, and the impartial involvement of opposition forces help legitimize the process.

Practical recommendations for the proper implementation of collaborative governance (short-, medium-, and long-term):

1. Short term (1–2 years):

• Develop and adapt regulatory and legal acts: finalize the supporting regulations for the Law "On Public Consultations" [18]; amend the laws regarding the functioning of government bodies in frontline regions and the Law of Ukraine "On the Regulation of Urban Planning Activities" (provide for public discussions of reconstruction plans); standardize local participatory budgets [30-31].

• Pilot projects: launch 5–10 pilot public councils on reconstruction in various regions (West, Center, East, South) involving communities, businesses, and local authorities. Provide them with small grants (a partnership between the state budget and donors) to develop comprehensive local recovery plans.

• Establish full public participation: ensure the operation of an online platform for consultations and petitions (in particular through a "united front" portal modeled after DiYa) and support social awareness campaigns on the role of participation. Conduct training sessions for local councils and CSOs on planning and collaborative governance.

Anti-corruption oversight: introduce a procedure for mandatory review of recovery projects by anti-corruption agencies and external auditors (modelled on the UNDP–KPMG partnership).

2. Medium term (3–5 years).

• Scale up and formalize processes: incorporate best practices from pilot projects into the National Recovery Program [19]; adopt a framework for multi-stakeholder reconstruction councils at the regional and community levels.

• Ensure integration into the EU and compliance with "international" standards: adapt Ukrainian co-governance procedures to EU standards (the "principles of good governance" package), draw on the experience of European member states to support the development of cross-border cooperation [32].

• Expand stakeholder engagement: based on the Unified Public Investment Project Portfolio, establish investment councils under the Ministry of Economy/Ministry of Community and Territorial Development, where private investors, banks, and international financial institutions will be represented; encourage PPP projects with transparent competitive bidding processes. Also, transforming public participation tools in wartime conditions.

• Strengthening capacity: developing curricula at universities and schools of governance and conducting training for effective co-governance in the modern reconstruction of the country; supporting a network of public councils and schools of civic education.

3. Long-term period (5–15 years).

• Institutional integration: enshrine co-governance mechanisms in existing legislation (for example, guaranteeing communities the right to participate in the country's strategic decisions), establish regular national platforms (a National Reconstruction Council or forum), and engage the diaspora through the Digital Assembly format, etc [33].

• A sustainable financial mechanism: allocate a portion of the budget for public co-financing of projects (for example, a new Reconstruction Fund with the ability to competitively attract funds from local self-government bodies, businesses, grant funds, etc.).

• Monitoring and evaluation: Enact the Law "On the Evaluation of Recovery Policies," establish an independent oversight body to monitor the implementation of the Recovery Plan (following the example of the NACP for anti-corruption). Develop social impact indicators (trust, cohesion) and transparent data ("Open Data") for public monitoring.

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