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CIVEX

Challenges and opportunities of LRAs' involvement in the reconstruction of Ukraine



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List of Abbreviations

AATC	Association of Amalgamated Territorial Communities
ACU	Association of the Cities of Ukraine
CEPR	Centre for Economic and Policy Research
CLRA	Congress of Local and Regional Authorities under the President of Ukraine
CMU	Cabinet of Ministers of Ukraine
DAC	Development Assistance Committee
EU	European Union
FRP	Fast Recovery Plan of Ukraine
GDP	gross domestic product
GIZ	German Agency for International Cooperation
LRAs	local and regional self-government authorities
MCT	Ministry for Communities and Territories Development of Ukraine
NC	National Council for the Recovery of Ukraine from the Consequences of the War
OECD	Organisation for Economic Co-operation and Development
RDA	Regional development agencies
RDO	Reforms Delivery Office of the Cabinet of Ministers of Ukraine
SIGAR	Special Inspector General for Afghanistan Reconstruction
UAC	Ukrainian Association of Communities
UAROC	Ukrainian Association of Rayon (district) and Oblast (region) Councils
UNDP	United Nations Development Programme
UNECE	United Nations Economic Commission for Europe
UNHCR	United Nations Refugee Agency
URP	Ukraine Recovery Plan
USAID	US Agency for International Development

Summary

On February 24, 2022, the Russian Federation launched a large-scale war against Ukraine, which has caused enormous losses: death of thousands of innocent people, total devastation of many cities and villages, massive destructions of social infrastructure, enterprises, housing and public facilities. The damage incurred by Ukraine's economy has been estimated at \$113.5 billion (as of 23.08.2022)¹, even though the final amount will only be known after the cessation of hostilities. This unprovoked aggression has triggered a significant response from the international community, which has pledged its continuous military, humanitarian and moral support but has also committed to providing necessary assistance to Ukraine in the enormous effort to post-war reconstruction².

The war has also brought severe challenges to local and regional authorities (LRAs) throughout Ukraine related to the demographic losses, burden of increasing influx of internally displaced persons, fleeing of working age people, significant reduction in production and suspension of investment activities and, as a consequence, lack of funding of local and regional budgets. In these adverse conditions, LRAs have been fundamental in supporting the country's resilience. The international community has recognised this crucial role³, so the reconstruction agenda is now unthinkable without their involvement.

The objective of this study is to provide a comprehensive analysis of the challenges and opportunities for LRAs in Ukraine's reconstruction strategy and the Ukraine Reconstruction Platform. In addition, the study aims to answer questions that outline the role of Ukrainian LRAs in the reconstruction agenda and the subsequent cooperation with Europe's cities and regions.

¹ The amount of damage to Ukraine's economy assessed on a weekly basis within the Project 'Russia Will Pay', implemented by the Kyiv School of Economics Institute and supported by the Office of the President of Ukraine, the Ministry of Economy, the Ministry of Reintegration of Temporarily Occupied Territories, the Ministry of Infrastructure, and the Ministry of Community and Territorial Development. See Kyiv School of Economics, "Russia Will Pay" project' <<https://kse.ua/russia-will-pay/>> [accessed 30 August 2022].

² See, among others, the 'Rebuild Ukraine' Facility proposed by the European Commission <https://ec.europa.eu/commission/presscorner/detail/en/IP_22_3121> [accessed 3 August 2022] or a comprehensive roadmap on the post-war reconstruction, the so-called "Marshall Plan" for Ukraine discussed at the Lugano Ukraine Recovery Conference (URC2022) on 4-5 July 2022 in Lugano (Switzerland).

³ See, among others, the 'European Alliance of Cities and Region' initiative launched by the Committee of Regions aimed at "empowering local self-government to take on a leadership role in the recovery and reconstruction together with Ukraine's central government, the EU and other international partners" <<https://cor.europa.eu/en/engage/Pages/European-Alliance-of-Cities-and-Regions-for-the-reconstruction-of-Ukraine.aspx>> [accessed 5 August 2022] and a more recent "Memorandum of Understanding" launched by Mayors from eight European cities and Kyiv signed by Ukraine's Congress of Local and Regional Authorities on behalf of all local and regional authorities in Ukraine to match Ukrainian reconstruction needs with the capabilities of European cities <<https://eurocities.eu/wp-content/uploads/2022/08/Memorandum-Eurocities.pdf>> [accessed 30 August 2022].

The methodological approach is based on qualitative analysis of data extensively collected through desk review of Ukrainian national legislation and governmental programmes, the positions of national associations of local and regional authorities, municipal strategies and development plans, OECD reports and other international active stakeholders. Likewise, relevant reports from other sources have been explored and considered as of September 2, 2022. To provide a more comprehensive analysis of the role of Ukrainian LRAs in the reconstruction agenda, the study also incorporates results of interviews with representatives of self-government authorities of Ukraine, their associations, as well as representatives of Parliament and Government of Ukraine, and international donors conducted since the 24th of August to 2nd of September 2022. Thematic interviews were conducted with representatives of all levels of LRAs – regional and city councils, as well as heads of united territorial communities (amalgamated *hromadas*), covering Eastern, Central, Southern and Western parts of Ukraine, namely Kharkiv, Kherson, Khmelnytskyi, Mykolayiv, Odesa, Poltava, Zakarpattya, and Zaporizhzhya regions. Interview questions may be consulted in *Annex 3*.

The study is structured in four parts:

Part 1, “Introduction and general picture of the overall involvement of LRAs in the reconstruction agenda”, provides a comprehensive analysis of Ukraine’s National Recovery and Reconstruction Plan to assess the extent of involvement of LRAs.

Part 2, “Examples of city-to-city and region-to-region (re)building cooperation”, focuses on mapping the existing and planned partnership agreements and discusses the support they provide to Ukrainian peers during and post-war.

Part 3, “Determining factors for efficient reconstruction strategies”, examines general principles of effective post-war reconstruction and applies this lens to discuss the specific Ukrainian context.

Finally, Part 4 provides brief conclusions and recommendations supporting CORLEAP’s contribution to the discussion on policies best supporting Ukraine’s cities and regions in post-war reconstruction.

1) Introduction and general picture of the overall involvement of LRAs in the reconstruction agenda

1.1. Legal and political background

To resist the challenges provoked with the war and ensure further recovery of Ukraine the special legislation and policy documents have been developing. Among them there is the Law of Ukraine “On the Principles of the State Regional Policy” of 05.02.2015 № 156-VIII⁴ with amendments of 09.07.2022⁵ (hereinafter – Law № 156-VIII), that “defines the main legal, economic, social, ecological, humanitarian and organisational principles of the state regional policy as a component of the internal policy of Ukraine and establishes the peculiarities of the restoration of regions and territories affected by armed aggression against Ukraine”.

The development of the content of reforms within the reconstruction response of Ukraine was entrusted to the National Council for the Recovery of Ukraine from the Consequences of the War (hereinafter – NC), established in accordance with the Decree of President of Ukraine of 21.04.2022 №. 266/2022⁶. The information and analytical support of the working groups of the NC was provided by the Reforms Delivery Office of the Cabinet of Ministers of Ukraine (hereinafter – RDO), acting in accordance with point 3 of the Resolution of Cabinet of Ministries of Ukraine of 11.10.2016 № 768⁷. The NC within its working groups with the participation of RDO and international experts and donors developed the draft Ukraine Recovery Plan (hereinafter URP) – a comprehensive roadmap for the restoration and development of Ukraine during the war and post-war periods (2022-2032)⁸. It was promulgated⁹ after the Lugano Conference and now is brought forward for public discussions.

⁴ Law of Ukraine “On the Principles of State Regional Policy” of 05.02.2015 № 156-VIII. <<https://zakon.rada.gov.ua/laws/show/156-19#Text>>.

⁵ Law of Ukraine “On Amendments to Some Legislative Acts of Ukraine Regarding the Principles of the State Regional Policy and the Policy of Restoration of Regions and Territories” of 09.07.2022 № 2389-IX. <<https://zakon.rada.gov.ua/laws/show/2389-20#Text>>.

⁶ Regulation on the National Council for the Recovery of Ukraine from the Consequences of the War: Decree of President of Ukraine Dated April 21, 2022 №. 266/2022. <<https://zakon.rada.gov.ua/laws/show/266/2022#Text>>.

⁷ Regulation on the Office of Reforms: approved by the Resolution of Cabinet of Ministries of Ukraine of 11.10.2016 № 768. <<https://zakon.rada.gov.ua/laws/show/768-2016-%D0%BF#Text>>.

⁸ See more detailed: ‘National Council for the Recovery of Ukraine from the War, Working Groups’ <<https://www.kmu.gov.ua/en/national-council-recovery-ukraine-war/working-groups>> [accessed 3 August 2022].

⁹ The draft plan of the working group “Modernisation and Development of Security and Defense” has not been promulgated.

Additionally, on behalf of the President of Ukraine the Project Office of "Great Construction" with regional military administrations developed the Fast Recovery Plan of Ukraine (hereinafter – FRP). It envisages measures for prompt and rapid restoration of damaged critical economic and social infrastructure of Ukraine and is a part of the long-term recovery plan (URP)¹⁰. It was also presented at the Lugano Conference.

The implementation of the Law № 156-VIII and relevant legal acts as well as Recovery Plan presupposes the involvement of local and regional self-government authorities in the recovery agenda of Ukraine. Notwithstanding the current challenges for Ukraine, LRAs are not only functioning but are effectively running the country. This shall be recognised by the Government and LRAs' crucial role in reconstruction agenda shall be preserved.

There is a double structure of local authorities in Ukraine: (1) local state executive authorities (local and regional state administrations) and (2) local self-government authorities (hereinafter – LRAs), that do not belong to the system of state authorities of Ukraine. The present study is focused on the role of LRAs in the reconstruction agenda of Ukraine.

As per existing Ukrainian legislation, LRAs consist of village, settlement and city councils, and their executive bodies, that represent the interests of territorial community (hromada) and district and oblast councils, that represent the common interests of territorial communities (hromadas) of villages, settlements, and cities¹¹. In order to more effectively exercise their powers, coordinate actions, and promote local and regional development issues on the government level the LRAs shall establish their associations on national and local level¹².

¹⁰ According to Deputy Head of the Office of the President of Ukraine Kyrylo Tymoshenko, the total budget of the Fast Recovery plan is almost USD 17.4 billion. "These funds are needed to restore 5,909 destroyed multi-story and 31,034 private houses, 259 schools, 205 kindergartens, 170 medical facilities, and 2,070 housing and communal services facilities. Due to the ongoing missile attacks, these numbers will increase" (12.07.2022). See: Office of the President of Ukraine, 'The plan for the rapid recovery of Ukraine will provide for the prompt reconstruction of the social infrastructure destroyed by the Russian aggressor - Kyrylo Tymoshenko' <<https://www.president.gov.ua/en/news/plan-shvidkogo-vidnovlennya-ukrayini-peredbachatime-operativ-76433>> [accessed 20 August 2022].

¹¹ 1469 hromadas (communities) and hromada of city of Kyiv that have a special status are registered in Ukraine as for 26.08.2022. See Association of Ukrainian Cities, 'Уряд прийняв розпорядження, згідно з яким кількість територіальних громад в Україні зменшується ('The government adopted an order according to which the number of territorial communities in Ukraine decreased')', 2022 <<https://auc.org.ua/novyna/uryad-prynyav-rozporядzhennya-zgidno-z-yakym-kilkist-terytorialnyh-gromad-v-ukrayini>> [accessed 15 August 2022].

¹² All-Ukrainian associations unite more than half of the local self-government bodies of the respective territorial levels. At the moment four All-Ukrainian Associations are registered in Ukraine: "Association of Cities of Ukraine" (<https://auc.org.ua/>); «All Ukrainian Association of Communities (Hromadas)" (<https://communities.org.ua/>); «Association of Amalgamated Territorial Communities" (<https://hromady.org/>); «Ukrainian association of Rayon (district) and Oblast (region) councils» (<https://uaror.org.ua/>);

Central and local state executive bodies and their officials shall refrain from the interference in the legal activities of local self-government bodies and their officials, as well as resolving issues assigned by the legislation of Ukraine to the powers of local self-government bodies and their officials, except in cases of performance of delegated powers, and in other cases provided by law. Thanks to decentralisation reform in Ukraine, involving the expansion of their functions through transfer of a significant part of tasks, resources, and responsibility from the executive government authorities to the LRAs, they became able to respond more effectively to the challenges of war.

The legal framework for the involvement of LRAs in reconstruction agenda comprises, inter alia, the Constitution of Ukraine (arts 140-146); the Law of Ukraine “On Principles of Domestic and Foreign Policy”¹³; the Law of Ukraine “On State Regional Policy Principles”¹⁴; the Law of Ukraine “On Local Self-Government in Ukraine”¹⁵; the Law of Ukraine “On Associations of Local Self-Government Bodies”¹⁶; the Law of Ukraine “On Local Communities Associations”¹⁷; the Law of Ukraine “On Trans-Border Cooperation”¹⁸; the Law of Ukraine “On Local State Administrations”¹⁹; the Law of Ukraine “On Regulation of Urban Planning Activities”²⁰; Law of Ukraine “On State Forecasting and Elaboration of Economic and Social Development of Ukraine”²¹, Budget Code of Ukraine²², Tax Code of Ukraine²³; Law of Ukraine “On Amendments to Some Laws of Ukraine Regarding the Functioning of the State Public Service and Local Self-Government during the Period of Martial Law”²⁴ and others.

¹³ *Law of Ukraine “On Principles of Domestic and Foreign Policy” of 01.07.2010 № 2411-VI.*

<<https://zakon.rada.gov.ua/laws/show/2411-17#top>>.

¹⁴ *Law of Ukraine “On the Principles of State Regional Policy” of 05.02.2015 № 156-VIII.*

¹⁵ *Law of Ukraine “On Local Self-Government in Ukraine” of 21.05.1997 № 280/97-BP.*

<<https://zakon.rada.gov.ua/laws/show/280/97-%D0%B2%D1%80#top>>.

¹⁶ *Law of Ukraine “On Associations of Local Self-Government Bodies” of 16.04.2009 № 1275-VI (with Amendments).*

<<https://zakon.rada.gov.ua/laws/main/1275-17#top>>.

¹⁷ *Law of Ukraine “On Local Communities Associations” of 05.02.2015 № 157-VIII.*

<<https://zakon.rada.gov.ua/laws/show/157-19#Text>>.

¹⁸ *Law of Ukraine “On Trans-Border Cooperation” of 24.06.2004 № 1861-IV.*

<<https://zakon.rada.gov.ua/laws/show/1861-15#Text>>.

¹⁹ *Law of Ukraine “On Local State Administrations” of 09.04.1999 № 586-XIV.*

<<https://zakon.rada.gov.ua/laws/show/586-14#top>>.

²⁰ *Law of Ukraine “On Regulation of Urban Planning Activities” of 17.02.2011 № 3038-VI.*

<<https://zakon.rada.gov.ua/laws/show/3038-17#top>>.

²¹ *Law of Ukraine “On State Forecasting and Elaboration of Economic and Social Development of Ukraine” of 23.03.2000 № 1602-III.* <<https://zakon.rada.gov.ua/laws/show/1602-14#top>>.

²² *Budget Code of Ukraine: Law of Ukraine of 08.07.2010 № 2456-VI.*

<<https://zakon.rada.gov.ua/laws/show/2456-17#Text>>.

²³ *Tax Code of Ukraine: Law of Ukraine of 02.12.2010 № 2755-VI.* <<https://zakon.rada.gov.ua/laws/show/2755-17#Text>>.

²⁴ *Law of Ukraine “On Amendments to Some Laws of Ukraine Regarding the Functioning of the State Public Service and Local Self-Government during the Period of Martial Law” of 12.05.2022 № 2259-IX.*

<<https://zakon.rada.gov.ua/laws/show/2259-20#Text>>.

By providing a comprehensive analysis of the existing legislation of Ukraine, the draft URP, open access documents and the outputs of interviews with the Ukrainian local actors, the following general conclusions on the role and the engagement of LRAs in the reconstruction agenda can be drawn. The cutoff date of the present study is September 02, 2022.

1.2. Design of the reconstruction agenda of Ukraine and its LRAs

As per art. 4(2) of the Law № 156-VIII, local self-governmental bodies – along with President of Ukraine, Parliament of Ukraine, central and local state executive authorities – are determined as the subjects of the state regional policy, that is aimed, inter alia, at providing of reconstruction agenda of Ukraine. In addition, the associations of LRAs are empowered to participate in the development and implementation of the state regional policy.

The state regional policy is carried out in accordance with the defined directions based on a system of interrelated documents of strategic planning and implementation of the state regional policy (art. 7 of the Law № 156-VIII). Following the regions, communities have built their strategies, synchronising the 3-level planning system (state – region – community), mainly:

Table 1. Planning system of state regional policy

Strategic planning documents of state regional policy	<p>1) <i>state strategy of regional development of Ukraine</i> (it is developed by the Ministry for Communities and Territories Development of Ukraine (hereinafter – MCT) in consultation with all-Ukrainian associations of local self-government authorities²⁵);</p> <p>2) <i>regional development strategies</i> (they are developed by regional and local state authorities; in consultation with local self-governmental authorities and associations of local self-government authorities²⁶);</p>
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²⁵ Point 5 of the Order on development of the State Strategy for Regional Development of Ukraine and a plan of measures for its implementation, as well as monitoring and evaluation of the effectiveness of the implementation of the said Strategy and action plans, adopted with the Resolution of Cabinet of Ministries of Ukraine of 11.11.2015 № 931 <<https://zakon.rada.gov.ua/laws/show/931-2015-%D0%BF#Text>>.

²⁶ Point 5 of the Order on development of regional strategies of development and plans of measures for their implementation, as well as monitoring and evaluation of the effectiveness of the implementation of the said regional strategies and action plans, adopted with the Resolution of Cabinet of Ministries of Ukraine of 11.11.2015 № 932 <<https://zakon.rada.gov.ua/laws/show/932-2015-%D0%BF#Text>>.

	<p>3) <i>strategies for the development of territorial communities</i> (they are developed by local self-governmental authorities).</p>
Documents on the implementation of state regional policy	<p>1) <i>action plan for the implementation of the state strategy of the regional development of Ukraine</i> (it is developed by the MCT with other central authorities);</p> <p>2) <i>action plans for the implementation of regional development strategies</i> (they are developed by regional and local state authorities; engagement of associations of local self-government authorities is foreseen).</p> <p>3) <i>action plans for the implementation of strategies for the development of territorial communities</i> (they are developed by local self-governmental authorities);</p> <p>4) <i>economic and social development programs of the Autonomous Republic of Crimea, oblasts, districts, cities of Kyiv and Sevastopol, territorial communities</i> (they are developed by LRAs).</p>
Documents for the restoration and development of regions and territories affected by armed aggression against Ukraine	<p>1) <i>regional recovery and development plan</i> (it is developed by the MCT with other central and local state authorities and it is approved by the Cabinet of Ministries of Ukraine);</p> <p>2) <i>action plans for the restoration and development of territorial communities</i> (they are developed by local self-government authorities).</p>

As per art. 14 of the Law № 156-VIII, in the context of state regional policy, the regional self-governmental authorities are empowered:

- to initiate the development and approval of regional development strategies and action plans for their implementation;
- to ensure that the interests of territorial communities are considered in regional development strategies and action plans for their implementation.

In accordance with art. 16 of the Law № 156-VIII, in the context of state regional policy, the local self-governmental authorities are empowered:

- to prepare and submit proposals to the regional state administrations to take into account the interests of the relevant districts and territorial communities during the development of the draft State Strategy for the Regional Development of Ukraine and the action plan for its implementation; regional development

strategies and action plans for their implementation, as well as regional development programmes and regional development projects aimed at the development of regions and functional types of territories.

Consequently, the Law № 156-VIII provides a legal basis for LRAs to influence on the content of the state regional policy of Ukraine.

The abovementioned draft URP, after the final consultations, is expected to become a foundation for the Regional Recovery and Development Plan of Ukraine. Its parameter-based approach provides overall guiding framework for the regional recovery plans and local recovery plans. As per part 4 of the art. 11-3 of the Law № 156-VIII the Regional Recovery and Development Plan of Ukraine should include regional recovery and development plans (developed by regional state authorities), as well as individual measures and projects of regional development and/or *projects [action plans] of local development of territorial communities* (developed by local self-government authorities). Thus, the local self-government authorities are empowered to influence the content of the Recovery Plan of Ukraine through their municipal plans of development.

The outputs of interviews with the representatives of LRAs demonstrate that none of them has action plans for the restoration and development of their respective territorial communities. This is primarily caused by the impossibility of predicting future course of events and proper needs assessment, forecasting types and sizes of damages to their community. In this regard, foundation of regional development agencies (hereinafter – RDA) may come quite handy.

In order to provide effective implementation of the state regional policy, regional councils and their associations may establish regional development agencies in a form of non-profit associations. They can be co-founded by village, settlement, city and district councils. The tasks of the RDA in the field of state regional policy envisage, among others, participation in the development of drafts of regional recovery and development plans, recovery and development plans of territorial communities; provision of advisory and methodological assistance to local self-government bodies on the development of strategies for the development of territorial communities, regional development projects, regional and local development programmes; promotion of involvement and implementation of projects (programmes) of international technical assistance implemented in the region (art. 19 of the Law of Ukraine № 156-VIII).

Another way of influencing the reconstruction agenda of Ukraine by LRAs is the cooperation with the NC, that is a consultative and advisory body under the President of Ukraine, and RDO, a permanent advisory government institution,

that provides analytical, informational, and coordination support to working groups of NC and prepares proposals for them.

For instance, when it comes to development of the draft URP, according to points 4, 5, 7 of the Regulation of NC²⁷, LRAs are empowered:

- to submit proposals to the NC;
- to be invited to the meetings and discussions of the NC;
- to be included in the working groups of the NC.

It should be noted that the representatives of LRAs are not members of the NC, and therefore they do not have right to vote on decisions of NC.

On the level of regional councils and / or the Association of the cities of Ukraine, the representatives of the LRAs took part in several working groups of the NC, for example²⁸:

- “Public administration” (subgroup “Local self-government”²⁹);
 - “Audit of war damage” (sub-group “Analytical approach to determination of damage”³⁰);
 - “Financial system functioning, reform and development”³¹;
 - “Construction, urban planning, modernisation of cities and regions” (subgroup “Spatial planning and construction”³²).

During an interview with a head of the “Local self-government” sub-group of the NC’s “Public administration” working group, it was clarified that LRAs were engaged, along with officials of parliament, government, and expert society, in discussions on the development of draft plan on URP. The position of LRAs was presented through the representatives of All-Ukrainian associations of basic

²⁷ Regulation on the National Council for the Recovery of Ukraine from the Consequences of the War: Decree of President of Ukraine Dated April 21, 2022 №. 266/2022.

²⁸ The composition of the working groups is not promulgated on official government portal.

²⁹ Zaporizhzhia Regional Council, ‘Місцеве самоврядування має стати важливою частиною формування плану відновлення країни (‘Local self-government should become an important part of the formation of the country’s recovery plan’), 2022 <<https://zor.gov.ua/content/misceve-samovryaduvannya-maye-staty-vazhlyvoyu-chastynoyu-formuvannya-planu-vidnovlennya>> [accessed 2 August 2022].

³⁰ Association of Ukrainian Cities, ‘АМУ взяла участь у засіданні Національної ради з відновлення України від наслідків війни (‘AUC took part in the meeting of the National Council for the Recovery of Ukraine from the Consequences of the War’), 2022 <<https://auc.org.ua/novyna/amu-vzyala-uchast-u-zasidanni-nacionalnoyi-rady-z-vidnovlennya-ukrayiny-vid-naslidkiv-viyny>> [accessed 5 August 2022].

³¹ Association of Ukrainian Cities, ‘Асоціація міст України взяла участь у засіданні Національної ради з відновлення України від наслідків війни (‘AMU took part in the meeting of the National Council for the Recovery of Ukraine from the Consequences of the War’), 2022 <<https://auc.org.ua/novyna/amu-vzyala-uchast-u-zasidanni-nacionalnoi-rady-z-vidnovlennya-ukrayiny-vid-naslidkiv-viyny>> [accessed 5 August 2022].

³² Association of Ukrainian Cities, ‘АМУ взяла участь у засіданні Національної ради з відновлення України від наслідків війни 17-18 травня (‘AUC took part in the meeting of the National Council for the Recovery of Ukraine from the Consequences of the War 17-18 May’), 2022 <<https://auc.org.ua/novyna/amu-vzyala-uchast-u-zasidanni-nacionalnoi-rady-z-vidnovlennya-ukrayiny-vid-naslidkiv-viyny-0>> [accessed 5 August 2022].

level³³, that accumulated and introduced proposals of the LRAs – its members, and heads of three regional councils, delegated by the common decision of the LRAs of regional level. This organisational form was chosen as the most optimal considering the number of communities (hromadas) in Ukraine (1469 hromadas), which made it impossible to work with each individual council. As the result of the discussions, a final draft of “Materials of the “Public administration” working group” was presented before the Prime Minister of Ukraine and after its improvement, it was introduced at the Lugano Conference and promulgated to further discussions³⁴.

When the present study was completed, as its authors were informed during an interview with a representative of Reforms Delivery Office of the Cabinet of Ministries of Ukraine, open discussions on the URP were still ongoing. The RDO continues receiving proposals from the LRAs.

As of 01.09.2022, no meeting of NC has been called yet.

In the context of determining LRAs’ role in the reconstruction agenda of Ukraine, it should be mentioned that – according to the legislation of Ukraine – the LRAs are engaged in the law drafting procedures and state policymaking. For instance, as per art. 235 of the Regulation of the Parliament of Ukraine³⁵, the representatives of the LRAs are invited to participate in the parliamentary hearings for the purpose of studying issues of public interest and requiring legislative regulation.

According to the Regulation of the Cabinet of Ministers of Ukraine³⁶ (hereinafter – CMU), authorised representative of all-Ukrainian associations of local self-government bodies may participate in the meetings of the CMU when it considers issues related to the functioning of local self-government, the rights and interests of territorial communities, local and regional development. He/she has the right of an advisory vote (point 4 § 18). During the development of the draft acts of the CMU on issues related to the functioning of local self-government, the rights and interests of territorial communities, local and regional development, such draft acts are required to be sent to all-Ukrainian associations of local self-government bodies for consultations (point 7 § 33). Any comments or recommendations are

³³ Namely, “Association of Cities of Ukraine”, “Association of Amalgamated Territorial Communities” and “All Ukrainian Association of Communities (Hromadas)”. The representatives of the «Ukrainian association of Rayon (district) and Oblast (region) councils» were not engaged.

³⁴ ‘Materials of the “Public administration” working group’ of the Draft Ukraine Recovery Plan.’, 2022 <<https://www.kmu.gov.ua/storage/app/sites/1/recoveryrada/eng/public-administration-eng.pdf>> [accessed 3 August 2022].

³⁵ *Law of Ukraine “On Regulation of Verkhovna Rada of Ukraine” of 10.02.2010 № 1861-VI.* <<https://zakon.rada.gov.ua/laws/show/1861-17#top>>.

³⁶ *Resolution of the Cabinet of Ministries of Ukraine “Regulation of the Cabinet of Ministries of Ukraine” of 18.07.2007 № 950.* <<https://zakon.rada.gov.ua/laws/show/950-2007-%D0%BF#top>>.

not binding for CMU. However, before submission of draft acts for consideration of the CMU, the position of authorised representatives of all-Ukrainian associations of local self-government bodies or relevant local self-government bodies, shall be reflected in the explanatory notes.

Representatives of LRAs are empowered to participate in the development of by-laws and policy decisions of the Ministry for Communities and Territories Development of Ukraine (MCT), that is the key government body of Ukraine in development and implementation of state regional policy (points 4, 7 of the Regulation on MCT³⁷).

In addition, representatives of all LRAs are members of the Congress of Local and Regional Authorities (CLRA) – a consultative body under the President of Ukraine³⁸. The main tasks of CLRA are to study and monitor socio-political and socio-economic processes taking place in the state at the regional and local levels, develop an agreed position on the priorities of the state regional policy and mechanisms for ensuring the sustainable development of territorial communities and regions based on the results; to discuss the draft legal acts in the field of regional policy, projects of state programmes and strategies of regional, economic, ecological, scientific and technical, social, national and cultural development with the aim of taking into account the interests of territorial communities in such projects; to provide analysis of Ukrainian legislation on regional development, local self-government and territorial organisation of power, and to prepare proposals for its improvement.

As demonstrated in this section of the study, the LRAs may influence on the content of the reconstruction agenda of Ukraine through the participation in the legal drafting procedure and state policymaking.

³⁷ *Resolution of the Cabinet of Ministries of Ukraine “Regulation of the Ministry for Communities and Territories Development of Ukraine” of 30.04.2014 № 197.* <<https://zakon.rada.gov.ua/laws/show/197-2014-%D0%BF#top>>.

³⁸ *Decree of President of Ukraine “On approval of Regulation of the Congress of Local and Regional Authorities under the President of Ukraine” of 04.03.2021 № 89/2021.* <<https://www.president.gov.ua/documents/892021-37105>>.

1.3. Content of the reconstruction agenda of Ukraine and LRAs

The draft URP³⁹ is a large-scale roadmap for the rebuilding of Ukraine during the war and post-war periods (2022-2032). It consists of 24 draft plans (materials, programmes) that are elaborated within 24 thematic working groups, focusing on the most topical fields of state policy⁴⁰, the adoption and implementation of which are essential for the effective reconstruction of Ukraine. Issues of local and regional development are cross-cutting for most of these directions.

Each of the draft plans determines key challenges and opportunities of its specific field. It covers the list of proposals for the priority reforms and strategic initiatives, determining the scope (aims, tasks, and timeframes) and the responsible authorities, estimated funding and legal and policy frameworks. It includes either new, or existing proposals, that had been developed before elaboration of the URP was launched, and they were subsequently added to the draft programme. For illustration, in the line with the decentralisation reform, the draft plan on “Public administration” focuses on the number of new legal proposals and draft legal acts, presently for consideration of Parliament or Cabinet of Ministries of Ukraine (for instance, Draft Laws № 6281 and № 6282 “On Delineation of Powers of Local Self-Government Bodies”). It is worth mentioning also, that since its prolongation several assignments/actions of URP have been implemented.

As confirmed by most respondents – representatives of LRAs – the URP gives sufficient consideration to the local dimension. They do not notice any clearly leaning tendencies towards central level, in other words, the Plan is “localised” and “regionalised” enough. Some of interviewees stressed the necessity to extend the role of LRAs in the reconstruction agenda. In this respect, one of U-LEAD project key experts interviewed by the team conducting the present study, admitted “a top-down approach of the URP, in which central authorities are the main driving force behind policy design and decision-making process”. Nevertheless, it was also underlined that this approach is understandable considering that the martial law is in place.

³⁹ As of 01.09.2022 the open discussions on the URP are still ongoing.

⁴⁰ It covers: (1) European Integration; (2) audit of war damage; (3) recovery and development of infrastructure; (4) economic recovery and development; (5) return of citizens temporarily displaced, in particular abroad, and their integration into the socio-economic life; (6) financial system functioning and development; (7) development of the military-industrial complex; (8) modernisation and development of security and defense; (9) energy security; (10) public administration; (11) construction, urban planning, modernisation of cities and regions; (12) new agrarian policy; (13) digitalization; (14) veterans’ rights protection; (15) education and science; (16) youth and sports; (17) culture and information policy; (18) justice; (19) anti-corruption policy; (20) healthcare system; (21) environmental safety; (22) social protection; (23) protection of children’s rights and return of children temporarily displaced abroad; (24) human rights.

Since the LRAs are obliged to act only on the grounds, within the limits and in the manner envisaged by the Constitution and the laws of Ukraine (art. 19 part 2 of the Constitution of Ukraine⁴¹) the participation of LRAs in implementation of the draft URP is determined by their prerogatives defined in the legislation of Ukraine. Considering the implementation of reconstruction agenda of Ukraine, it is worth mentioning that LRAs are engaged in almost every thematic direction, albeit in different ways (for more details see *Annex 1*). For instance, the fields covered by the draft URP, the LRAs focused, amongst others, on parts dedicated to “Public Administration”, “Audit of War Damage”, “Construction, Urban Planning, Modernisation of Cities and Regions”. To a lesser degree the same applies to, *exempli gratia*, “European Integration”, “Development of the military-industrial complex”, “New Agrarian Policy”, “Digitalization”.

The ways and forms of participation of LRAs in the further development of the scope and implementation of the URP are determined in a very general manner and lack precision. They extend to participation in needs assessment and determination of general political strategy of a particular field of renovation; participation in consultations and discussions on the draft legal acts focusing on rebuilding and post-war functioning; participation in fulfillment of tasks determined by draft programme of the URP.

It should be noted that several of interviewees (representatives of LRAs) consider the framework form of the URP to be a potential challenge for its proper implementation. They emphasised that effectiveness of the implementation of URP is highly dependent on concrete actions undertaken for its implementation. They agree that the content and ways of implementation of the URP must be based on flexible approach and the principles of subsidiarity and conditionality, reflecting the changing needs of the communities / regions as the pace of recovery could be varied and new challenges are likely to arise.

The draft URP is constructed on the region needs approach. It comprises projects that have inter-regional dimension covering all regions of Ukraine (for instance, projects falling under the subchapter “Local Self-Government Bodies’ Reform” of the Chapter “Public Administration”⁴²). Other project, not targeting particular regions, considers specific needs of the communities or regions (particularly, in the framework of the draft programme “Construction, Urban Planning,

⁴¹ *Constitution of Ukraine of 28.06.1996 (with amendments)*
<<https://zakon.rada.gov.ua/laws/show/254%D0%BA/96-%D0%B2%D1%80#Text>>.

⁴² For more detailed analysis of the subchapter “Local Self-Government” of the programme “Public Administration” see: Centre of Expertise for Good Governance, Department of Democracy and Governance, Directorate General II – Democracy of the Council of Europe, ‘Policy Advice on the Roadmap for Local Self-Government Recovery from the Consequences of the War’, 2022 <http://www.slg-coe.org.ua/wp-content/uploads/2022/07/CEGG-PAD-on-Ukraine-Recovery-Strategy-in-LSG-area_ENG_FINAL.pdf>.

Modernisation of Cities and Regions”). This is generally in the line with the latest amendments to the Law № 156-VIII, that establishes 4 functional types of territories of Ukraine in order “to provide special mechanisms and tools for the planning the recovery and stimulating the development of regions and territories” (art. 11-2), namely:

1) recovery areas (the most affected communities, where the hostilities took place and/or which were occupied, and/or which were destroyed);

2) regional poles of growth (are characterized by significantly better development indicators);

3) territories with special conditions for development (whose level of socio-economic development is low or where there are objective restrictions regarding the use of the territory’s potential for development);

4) areas of sustainable development (self-sufficient areas with existing socio-economic potential, which are capable to provide balanced development).

The vast majority of projects, which are covered by the draft URP, focus on the recovery areas that – at the implementation stage – demand more funding and presupposes more active participation of the LRAs with jurisdiction over particular territories. The updated list of the functional types of territories of Ukraine and the indicators for their classification shall be developed by the special commission formed by the decision of the MCT and approved by the CMU in the State Strategy of Regional Development of Ukraine (art. 11-2(7) of the Law № 156-VIII). When the present study was completed, the list has not been compiled yet, and structure of the commission was yet to be determined. Thus, it was not possible to make conclusions on the influence of representatives of LRAs on this procedure.

It should be noted that all the respondents – representatives of LRAs – agreed that the content of the URP has to be based on the needs of regions / communities, taking into account that they may differ depending on the impact of war on different parts of Ukraine⁴³. Therefore, the most affected communities should receive a special attention in the reconstruction agenda.

As for accessibility of national programmes aiming at development of communities, most representatives of LRAs consider the argument that “the smaller towns have fewer possibilities in the reconstruction plan than bigger cities” to be partially disputable. Firstly, it depends on the target and scope of particular project (programme). Sometimes it is not advisable from the position

⁴³ The outputs of interviews clearly demonstrate that there are general urgent needs of the communities from all parts of Ukraine (restoration heating systems, searching for alternative energy options, accumulation of fuel resources) as well as particular ones (resettlement of IDP and creating a friendly environment for the relocated business covering mostly the central and western regions and, by contrast, reconstruction of critical infrastructure and provision of food supply, including safe drinking water in the most affected regions).

of small communities to fulfill it at the level of small actors in terms of target groups and possibilities. To carry on with a project's further implementation (for instance, project on construction of a health complex), one shall make sure that communal budget can afford it, as well as to have direct needs and institutional capacities (i.e., sufficient number of potential patients, qualified medical staff etc.) Secondly, it depends on preparedness of specific communities to propose projects and successfully implement them locally, mainly on the level of professional qualification of their staff and their technical competencies and proactive position of the head of LRA. In this sense bigger cities have more opportunities⁴⁴. The absence of qualified staff and the experience in implementing the infrastructural projects was determined as one of the core obstacles for small communities⁴⁵. Meanwhile all respondents admitted that smaller cities have always had less possibilities than bigger ones in obtaining funds for local projects from central budget and international donors. Several of the interviewees admitted that smaller towns and rural areas have neither enough support nor capacities to carry out bigger projects and, thus, this differentiation would be welcomed when planning their involvement in the reconstruction agenda.

Several of the interviewees – representatives of LRAs and experts in the field of local democracy – also observed hardships with using funds, received from international donors, in order to provide an urgent implementation of local recovery projects, considering the current budget legislation of Ukraine in martial times. Due to the peculiarities of treasury service under the Resolution of the CMU of 09.06.2021 № 590⁴⁶, external funding of local budgets is accumulated on a single treasury state account and state treasury bodies make payments following pre-determined sequence of them, starting from covering the needs of national security and defense. Hence, payments required to implement a local recovery project, may be pending for a long time.

⁴⁴ For instance, the “bigger cities” can get assistance of their development through the municipal enterprises. In particular, the Agency of Development of City of Mykolaiv is assisting in the development and implementation of the city's strategy and providing analytical support for the preparation of Mykolaiv city development projects.

⁴⁵ It should be mentioned the successful example of the experience of Opishnya amalgamated hromada of Poltava region, that established the project and investment department. Its employees improved their qualification and participated in trainings organised by U-Lead, USAID and other programmes. It gives them opportunities to receive more national and external granting. They also share their knowledge on the project drafting with the representatives of the neighbor communities.

⁴⁶ *Regulation on execution of powers by the State Treasury Service in a special regime under martial law, approved by Resolution of Cabinet of Ministers of Ukraine of 09.06.2021 № 590*
<<https://zakon.rada.gov.ua/laws/show/590-2021-%D0%BF#Text>>.

1.4. Monitoring of implementation of reconstruction agenda of Ukraine and LRAs

The draft programmes of the URP include propositions to develop mechanisms of monitoring and evaluation of their implementation with the engagement of LRAs. For instance, within the programme of the “Construction, Urban Planning, Modernisation of Cities and Regions”⁴⁷, it is foreseen to establish the monitoring and evaluation of the state regional policy, including a system based on a single integrated geo-information system for monitoring and evaluating the recovery and development of regions and communities.

In this respect it should be mentioned that participation of the representatives of LRAs and their associations in monitoring of the implementation of regional development priorities, the achievement of strategic goals and the implementation of tasks of the “ordinary” regional strategies (that had been adopted before 24.02.2022) is foreseen by the point 14 of the Order of the CMU of 11.11.2015 № 932⁴⁸.

All respondents stressed on the crucial importance of developing a clear monitoring mechanism for reconstruction programmes in terms of use of funds, as a key precondition for efficient implementation of the URP with the participation of representatives of LRAs.

To summarise, it should be concluded that the required legal basis for LRAs’ involvement in shaping the design and development of content of the recovery agenda of Ukraine has been established. Most of the interview respondents (representatives of LRAs) assess positively the perspective of the URP for the communities, as it will offer additional tools for reconstruction and support efforts. Interviewees acknowledge the importance of increased financial support and enhanced methodological assistance for the communities’ projects. Having said that, the opportunities and challenges for LRAs in the Ukraine’s reconstruction strategy will depend to a large extent on final structure of the URP, as well as its implementation and monitoring processes.

⁴⁷ ‘Materials of the “Construction, Urban Planning, Modernization of Cities and Regions” working group of the Draft Ukraine Recovery Plan.’, 2022

<<https://www.kmu.gov.ua/storage/app/sites/1/recoveryrada/eng/construction-urban-planning-modernization-of-cities-and-regions-eng.pdf>> [accessed 3 August 2022].

⁴⁸ Order on development of regional strategies of development and plans of measures for their implementation, as well as monitoring and evaluation of the effectiveness of the implementation of the said regional strategies and action plans, adopted with the *Resolution of Cabinet of Ministries of Ukraine of 11.11.2015 № 932*.

2) Examples of city-to-city and region-to-region cooperation

2.1. General remarks

Recent trend in the development of municipal cooperation is growing number of twin (sister)⁴⁹ cities international partnerships, aiming to provide support to their peers in Ukraine since the Russian invasion on 24.02.2022. The total amount of ongoing partnerships registered with the Ministry for Communities and Territories Development of Ukraine accounts for more than 800 (last updated 28.06.2022)⁵⁰. However, these figures are likely to increase as new partnerships between European and Ukrainian cities/municipalities are being launched on a daily basis.

International twinning is a highly flexible instrument of assistance on the local level in addition to the state recovery programmes, widely implemented since the end of the World War II^{51/52}. At present the city-to-city and region-to-region partnerships are recognized by the European Commission to be of crucial importance for the efficient and speedy reconstruction of the country, especially considering the broad agenda underpinning the process, including the rule of law reforms, anti-corruption actions, transparency, and alignment with the EU accession plan in the longer perspective⁵³. As Ursula von der Leyen, the President

⁴⁹ The terms “twin city” and “sister city” are used as the synonyms in this study. The term “twin city” is generally used in Europe, while “sister city” – in other parts of the world.

⁵⁰ For more details see Ministry of Development of Communities and Territories of Ukraine, ‘Register of interregional agreements on trade, economic, scientific, technical and cultural cooperation’ <<https://www.minregion.gov.ua/napryamki-diyalnosti/derzhavna-rehional-na-polityka/mizhregionalne-ta-transkordonne-spivrobitnitstv/reyestr-mizhregionalnih-ugod-pro-torgovelnno-ekonomichne-naukovo-tehniche-i-kulturne-spivrobitnitstvo/>> [accessed 28 August 2022].

⁵¹ Council of Europe, Centre of Expertise for Local Government Reform, ‘City-to-City Cooperation Toolkit’, 2015 <<https://rm.coe.int/c2c-city-to-city-cooperation/1680747067>> [accessed 15 August 2022].

⁵² The earliest form of town twinning in Europe was set up between the German city of Paderborn and the French city of Le Mans in 836. The practice was continued in Europe after the World War II as a way to bring European people into a closer understanding of each other and to promote cross-border projects of mutual benefit. For instance, Coventry (England) and Dresden (Germany), having been heavily bombed during the war, provided twin cooperation as an act of peace and reconciliation. See: The City of Inverness Town Twinning Committee, ‘Joint Report by Inverness City Manager and Chairman.’, 2008 <<https://web.archive.org/web/20101231083242/http://www.highland.gov.uk/NR/rdonlyres/1C07A195-EF04-454D-81B8-ADAEE15058FC/0/ICC9908.pdf>> [accessed 13 August 2022].

⁵³ Communication from the Commission to the European Parliament, the European Council, the Council, the European Economic and Social Committee and the Committee of Regions, “Ukraine Relief and Reconstruction”, 18 May 2022 <https://ec.europa.eu/info/sites/default/files/ukraine-relief-reconstruction_en.pdf> [accessed 2 August 2022].

of the European Commission, pointed out, “peer-to-peer cooperation at all local and regional levels will allow us to speed up Ukraine’s reconstruction”⁵⁴.

The legal frames for participation in municipal cooperation are determined by the national legislation⁵⁵ and the international agreements⁵⁶, binding for the particular states. A necessary prerequisite for the implementation of international cooperation by the LRAs is the signing of protocols on intentions, memorandums or agreements on cooperation (partnership, friendship, mutual aid, joint activity, etc.), in which the goals, organisational and legal forms of the joint interaction are set. The twinning promises win-win cooperation through, for example, investment and mutual development of business, tourism, social and cultural activities, exchange of know-how etc. It may cover almost all spheres of the community life. Arrangements are often based on mutual benefit. However, since the beginning of the full-scale war in Ukraine, such models of cooperation have acquired new meanings and sister cities from all over the world have continued to support their Ukrainian peers even more since the first days of the Russian invasion.

2.2. Types of city-to-city partnership

International cooperation of the Ukrainian municipalities is developed on the basis of agreements concluded either before the war or new ones concluded since the beginning of Russian invasion. Based on case-study of the city-to-city cooperation, the following general conclusions on the cooperation and support between Ukrainian cities and regions and their foreign counterparts can be drawn.

a. pre-war ongoing partnerships:

The twinning agreements that had been in place before the war focused mostly on cultural and educational cooperation, know-how sharing concerning, among others, decentralisation reform, the role of local and public administration, and several other aspects of the everyday running of efficient LRAs, urban planning. The vast majority of these agreements are cross-border partnerships with neighbouring countries’ LRAs, with the highest number in Poland⁵⁷.

⁵⁴ Statement by President von Der Leyen on Local and Regional Cooperation between Ukraine and the EU for Ukraine’s Reconstruction, 27 April 2022

<https://ec.europa.eu/commission/presscorner/detail/en/STATEMENT_22_2696> [accessed 7 August 2022].

⁵⁵ The domestic legal framework for Ukrainian LRAs comprises, among others, the Law of Ukraine “On Local Self-Government in Ukraine” (art. 15(2) and point 14 of art. 42(4)); Law of Ukraine “On Trans-Border Cooperation”.

⁵⁶ Art. 10 of the European Charter of Local Self-Government 1985, that is ratified by all 46 Council of Europe Member States, recognizes the right of local authorities to co-operate with their counterparts in other states, as well as enter the international associations. The European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities 1980, ratified by Ukraine and 38 Council of Europe Member States, outlined the legal basis for international cross-border cooperation of local authorities”.

⁵⁷ Ministry of Development of Communities and Territories of Ukraine.

Since the beginning of the full-scale war these agreements were adapted to the new needs of the Ukrainian LRAs, especially the ones that have been at the frontline of hostilities, providing everyday services to inhabitants, coordinating humanitarian aid and support for IDPs, as well as serving as backrooms for military forces. Their commitment and resilience have generated a great mobilisation among partner LRAs in Europe and other parts of the world, i.e. Canada, USA. They provided much needed support, including humanitarian aid, basic medical equipment and vehicles, and assistance to refugees⁵⁸.

b. new agreements launched since 24th of February 2022:

Since February 24, 2022, LRAs in Ukraine have been actively seeking but also receiving requests from European and worldwide located cities/towns/regions to establish new partnerships. They have been mostly focused on providing humanitarian assistance, including food and medical supplies, vehicles, and hosting refugees, but also foresee some longer-term reconstruction plans.

For instance, at the beginning of April 2022, Stockholm (Sweden) declared the intention to become a twin city of Kyiv in order to contribute with the necessary expertise to its reconstruction in numerous areas, such as education, democracy governing, urban planning, sewage and water, electricity, IT and more⁵⁹. Chernihiv and Rzeszów (Poland) signed the Memorandum of Cooperation (June 2022), establishing sister-city partnership, the main goal of which is to help rebuild this heavily damaged Ukrainian city⁶⁰. Kharkiv and Lublin (Poland) signed the Agreement on Partnership and Cooperation of May 21, 2022. The document provides that the parties will develop partnership relations in various sectors, primarily, in the post-war reconstruction of the city. The agreement also provides for the exchange of best practices in the field of effective management and development of civil society, support of contacts between institutions of culture, education, creativity and sports, encouragement of entrepreneurship and economic cooperation⁶¹. For more detailed overview see *Annex 2*.

⁵⁸ See for instance: Romania Journal.ro, ‘Bucharest, Kyiv – Twin Cities, The Romanian capital to provide the Ukrainian Red Cross with EUR 1 M medical supplies, medicines’, 7 March 2022 <<https://www.romaniajournal.ro/society-people/bucharest-kyiv-twin-cities-the-romanian-capital-to-provide-the-ukrainian-red-cross-with-eur-1-m-medical-supplies-medicines/>> [accessed 16 August 2022].

⁵⁹ Mayors of Europe, ‘Stockholm to become twin city with the Ukrainian Capital Kyiv’, 2022 <<https://mayorsofeurope.eu/news/stockholm-to-become-twin-city-with-kyiv/>> [accessed 5 August 2022].

⁶⁰ decentralization.gov.ua, ‘Municipalities of Poland and Ukraine are establishing cooperation’, 2022 <<https://decentralization.gov.ua/en/news/15075>> [accessed 28 August 2022].

⁶¹ Kharkiv City Council, ‘Харків та Люблін підписали угоду про партнерство (‘Kharkiv and Lublin signed a partnership agreement’), 2022 <<https://www.city.kharkov.ua/uk/news/kharkiv-ta-lyublin-pidpisali-ugodu-pro-partnerstvo-50845.html>> [accessed 12 August 2022].

Depending on the partnership content, city-to-city cooperation is focusing on current and/or post-war period needs through *humanitarian assistance, investment and/or knowledge-sharing*:

- humanitarian aid (food, clothes, medicine, vehicles etc.)⁶²;
- resettlement of refugees⁶³ and medical treatment;
- small-scale reconstruction of critical infrastructure (school / kindergarten / hospital etc.)⁶⁴;
- knowledge sharing involving counterpart experts:
 - modernisation / reconstruction of critical infrastructure: heating system, water supply, fire services⁶⁵;
 - reorganisation of local administration through sharing best practices: guidance/methodological advice / shared experience⁶⁶.

The following partnership initiatives are worth noting due to their respective ‘impact scale’:

⁶² For example, Kyiv received humanitarian support from the sister city of Munich. In March, 2022, Munich provided Kyiv with 15 railway wagons of humanitarian aid, medicines and medical equipment. In addition, 12 ambulances, donated to the Ukrainian capital by the Munich mayor's office of the sister city, arrived in Kyiv. <<https://kyiv.klichko.org/klychko-kyiv-otrymav-vid-partneriv-i-blahodiyukyiv-ishche-17-shvydkykh-2-suchasnykh-tomohrafy-ta-spetstekhnika-a-takozh-peredav-prykordonnykam-1-7-tys-bronzhyletiv/>> [accessed 17 August 2022].

⁶³ Andrychów (Poland), which is a sister city of Izyum (Kharkiv region) welcomed its residents, who were evacuated abroad, providing them with shelter in its community. Also, the Andrychów authorities provide humanitarian support to the needs of the residents of Izyum, who remained in Ukraine and need urgent assistance. See: Rubryka.com, ‘Як міста-побратими можуть допомогти у відновленні України? Приклади та інструкція (‘How can sister cities help in the recovery of Ukraine? Examples and instructions.’)’, 2022 <<https://rubryka.com/article/twin-cities-help-ukraine/>> [accessed 20 August 2022].

⁶⁴ For instance, twin cities Freiburg (Germany) and Lviv discussed the cooperation on the project of National Rehabilitation Centre “Unbroken”. Representatives of Freiburg promised to allocate 1 million euros for the construction of a social dormitory for patients of the future center near the hospital. See: Press Office of the Lviv City Council, ‘Фрайбург виділить 1 млн євро на будівництво гуртожитку для пацієнтів реабілітаційного центру у Львові (‘Freiburg will allocate 1 million euros for the construction of a dormitory for patients of the rehabilitation center in Lviv’_’, 2022 <<https://city-adm.lviv.ua/news/science-and-health/medicine/291916-fraiburh-vydilyt-1-mln-ievro-na-budivnytstvo-hurtozhytku-dlia-patsiientiv-reabilitatsiinoho-tsentru-u-lvovi>> [accessed 14 August 2022]. More than 1.1 million euro has been deposited in its municipal donations account to cover local needs, that was used for purchasing large emergency generators for hospitals, medicines, and other medical products, see Mayors of Europe, ‘Mayor of Freiburg commends fellow citizens for their help Ukraine’, 2022 <<https://mayorsofeurope.eu/news/mayor-of-freiburg-commends-fellow-citizens-for-their-help-to-ukraine/>> [accessed 5 August 2022].

⁶⁵ For example, Polish experts in the field of civil engineering, hydraulic engineering as well as melioration and water, under the auspices of the administration of the city Gdańsk, developed the initiative on a joint voluntary aid system that will allow the sharing of knowledge, skills, experience and broadly understood know-how with the authorities of Ukrainian cities, see Politechnika Gdańska, ‘Eksperci z PG i POIIB wesprą ukraińskie miasta w odbudowie zniszczeń po wojnie’, 2022 <<https://pg.edu.pl/aktualnosci/2022-03/eksperci-z-pg-i-poiib-wespra-ukrainskie-miasta-w-odbudowie-zniszczen-po-wojnie>> [accessed 11 August 2022]; Gdansk City Council, ‘Gdańsk wciąż pomaga Ukrainie. Dzięki ofiarności gdańszczanek i gdańszczan, osób prywatnych i firm’, 2022 <<https://www.gdansk.pl/wiadomosci/Gdansk-wciaz-pomaga-Ukrainie,a,224039>> [accessed 12 August 2022].

⁶⁶ On June 2, 2022, Kent (USA) and Lutsk signed a Memorandum of Agreement declaring the intention to explore the establishment of a sister city relationship. It is intended, among others, to share information regarding best practices in the provision of city services, public safety, economic development, utilities, environmental preservation, technology, and public relations, see ilovekent.net, ‘Kent signs memo of agreement to signify Lutsk, Ukraine as new sister city’, 2022 <<https://www.ilovekent.net/2022/06/04/kent-signs-memo-of-agreement-to-signify-lutsk-ukraine-as-new-sister-city/>> [accessed 18 August 2022].

a. broad/general:

- the European Alliance of Cities and Regions for the Reconstruction of Ukraine⁶⁷ – a political initiative, that was launched by the Committee of Regions and its partners, including EU and Ukrainian associations of local and regional authorities, to coordinate their joint efforts directed towards helping the recovery and reconstruction of Ukraine;
- “Cities4cities platform” – a matchmaking platform that connects Ukrainian cities with their European peers⁶⁸. It has been specially designed for those cities that do not currently have partnerships: for European cities who want to help but do not necessarily know how to do it, and for Ukrainian cities who do not have the same visibility and connections as more exposed ones (like e.g. Bucha), so they encounter more obstacles in finding help. It is also a useful tool for joint initiatives, e.g. to involve an intermediary city which can serve as a connecting/delivery point (like Polish cities close to the border that serve as delivery points/bridges between EU and Ukrainian partners)⁶⁹;
- “ReStart Ukraine”⁷⁰ – an open (source) platform for researchers and practitioners that would begin exploring and developing the best ways to restore afflicted urban and rural areas after the destruction of such a scale. It is open to government departments and municipalities, NGOs, business and anyone who would like to contribute to the reconstruction success;
- “Tapping into local intelligence for post-war reconstruction of Ukrainian cities”⁷¹ – a joint initiative of the UNDP in Ukraine and “Restart Ukraine” collaborative consortium, launched in April 2022 to collect and analyze innovative solutions for post-war reconstruction. The proposal includes city-to-city cooperation; see, e.g. the new partnership proposal between Kyiv and Stockholm⁷²;

⁶⁷ European Alliance of Cities and Regions for the Reconstruction of Ukraine.

⁶⁸ The platform was launched at the initiative of Bernd Vöhringer (Germany, EPP/CCE), President of the Chamber of Local Authorities of the Congress of Local and Regional Authorities and Mayor of the Congress of Local and Regional Authorities of the Council of Europe. Council of Europe, Congress of Local and Regional Authorities, See ‘Cities4Cities: New Matchmaking Platform Launched to Support Ukrainian Local and Regional Authorities’, 2022 <<https://www.coe.int/en/web/congress/-/cities4cities-new-matchmaking-platform-launched-to-support-ukrainian-local-and-regional-authorities>> [accessed 14 August 2022].

⁶⁹ ‘Cities4Cities’ Platform <<https://www.cities4cities.eu/LandingPage/Index?ReturnUrl=%2F>>.

⁷⁰ “ReStart Ukraine” Project’ <<https://restartukraine.io/>> [accessed 10 August 2022].

⁷¹ UNDP & ReStart Ukraine, “Tapping into local intelligence for post-war reconstruction of Ukrainian cities” Project’ <<https://www.undp.org/ukraine/tapping-local-intelligence-post-war-reconstruction-ukrainian-cities>> [accessed 10 August 2022].

⁷² The current ‘List of Initiatives in Support of Ukraine’ can be found here: <<https://airtable.com/shrM7s66drIwn6uyk/tbl0PRQuLZq6auoxl>> [accessed 30 August 2022].

- “PLATFORMA”⁷³ – the pan-European coalition of towns and regions – and their national, EU and global associations – active in city-to-city and region-to-region development cooperation. It is a hub of expertise on European local and regional governments’ international action and aim at boosting European local and regional governments’ contribution to the EU development cooperation policies and international frameworks. The Association of the Ukrainian cities is a partner organisation;
- “Eurocities” – a network of mayors 38 countries including Ukraine (represented by LRAs of Kyiv, Lviv, Odesa, Kharkiv). On August 19, 2022, the Head of the “Eurocities” and the Congress of Local and Regional Authorities under the President of Ukraine on behalf of all LRAs signed a Memorandum of Understanding to support the sustainable rebuilding of Ukrainian cities⁷⁴, thus creating political basis for the reconstruction assistance of more than 200 European cities to their Ukrainian peers damaged or destroyed by the Russian aggression;

b. joint multi-city initiatives:

- several cities in Europe come together to support an individual city in Ukraine, frequently a sister city of one of them is involved. E.g., Wroclaw and Freiburg joined efforts to assist Lviv by supporting some specific shorter or longer-term projects or in providing humanitarian assistance⁷⁵. The sister cities in Europe are often sponsoring and promoting such initiatives seeking to involve more cities to provide greater support⁷⁶;
- several cities in Europe come together (or with intermediation/patronage of EU or other international institutions/organisations) to support particular project. For instance, the Mayor of Rome launched an initiative proposing that each EU city adopts a Ukrainian school to reconstruct⁷⁷. Another example of such

⁷³ CEMR & Platforma, “‘Bridges of Trust’ Project’ <<https://platforma-dev.eu/tag/bridges-of-trust/>> [accessed 30 August 2022].

⁷⁴ ‘Memorandum of Understanding to support the sustainable rebuilding of Ukrainian cities’.

⁷⁵ ‘The “Unbroken” Project’ <<https://unbroken.org.ua/#about>> [accessed 29 August 2022].

⁷⁶ For instance, Gizycko (Poland) handed Dubno a firetruck, that was received from Querfurt, its German sister city. See, Dubno City Council, ‘Дубно отримало спеціальний пожежний автомобіль та 10 тонн гуманітарного вантажу (‘Dubno received a special fire truck and 10 tons of humanitarian cargo’), 2022 <<https://dubno-adm.gov.ua/pres-centr/novina/article/dubno-otrimalo-specialnii-pozhezhnii-avtomobil-ta-10-tonn-gumanitarnogo-vantazhu.html>> [accessed 18 August 2022].

⁷⁷ Mayors of Europe, ‘ROME WANTS TO PLAY A PART IN REBUILDING UKRAINE’, 2022 <<https://mayorsofeurope.eu/news/rome-wants-to-play-a-part-in-rebuilding-ukraine/>> [accessed 5 August 2022].

initiatives are summer camps for children^{78/79}. Costs of the camps are covered by the participating EU municipalities and regions, together with public, private and civil society partners;

- one or more EU cities have cooperated directly with several Ukrainian counterparts on matters of particular interest. It is worth to mention “The House of Reconstruction of Ukraine” (“Dom Odbudowy Ukrainy”), which is an initiative of the capital city of Warsaw with participation of “House of Culture of Prague”, aiming to support the rebuilding of Ukrainian cities affected by hostilities targeting the Ukrainian cultural heritage⁸⁰;

c. smaller-scale projects:

involve Ukrainian and foreign city counterparts, that are focusing on humanitarian aid, medical and food supplies/equipment, reconstruction of local infrastructure. For example, Malaga and Płock have been ready to help Zhytomyr, Vilnius – Borodyanka, Bonn – Irpin, Bergamo – Bucha⁸¹, New York, Boston, Nuremberg – Kharkiv, Hamburg – Kyiv, Gdansk – Mariupol⁸².

It should be also pointed that while developing the city-to-city cooperation the Ukrainian communities can benefit from the patronage concept, that was introduced at the Lugano conference. The idea is that a donor country ‘adopts’ a certain region (city) or industries and commits to its rebuilding. It is not strictly city-to-city activity but a larger-scale project, involving whole countries at the central level to provide more financial resources for bigger projects but also allows the participation of business actors⁸³.

⁷⁸ euneighbourseast.eu, ‘Summer camps in EU provide a safe place for Ukrainian children’, 2022 <<https://euneighbourseast.eu/news/latest-news/%ef%bf%bcsummer-camps-in-eu-provide-a-safe-place-for-ukrainian-children/>> [accessed 18 August 2022].

⁷⁹ So far, five camps have been arranged with the support of the CoR – in Rome in Italy, Nîmes in France, Preili in Latvia, Wielkopolska in Poland, and Maramureş in Romania – and camps are planned in the regions of Bavaria in Germany, Podkarpackie in Poland, Mallorca in Spain, and in the city of Gdańsk in Poland.

⁸⁰ Warsaw City Council, ‘Dom Odbudowy Ukrainy – eksperci analizują’, 2022 <<https://um.warszawa.pl/-/dom-odbudowy-ukrainy-eksperci-analizuja>> [accessed 12 August 2022].

⁸¹ Bergamo News, ‘Bergamo e Bucha sono città gemelle: siglato l’accordo’, 2022 <<https://www.bergamonews.it/2022/06/22/bergamo-e-bucha-sono-citta-gemelle-siglato-laccordo/526519>> [accessed 10 August 2022].

⁸² Rubryka.com.

⁸³ Countries that have declared their preliminary patronage commitments: Italy – Rivne region; Germany and France – Chernihiv region; Canada – Sumy region; USA, Turkey, Poland – Kharkiv Region; Czech Republic, Finland and Sweden – Luhansk region; Belgium and Denmark – Mykolaiv Region; Sweden and the Netherlands – Kherson region; Switzerland and Greece – Odesa, Norway – Kirivograd region; Latvia – Zaporizhzhia; Poland and Italy – Donetsk region; United Kingdom – Kyiv and Kyiv region; Spain – certain areas of Kyiv; Italy and Albania – Irpin, Estonia – Zhytomyr region. See: Office of the President of Ukraine, ‘Andriy Yermak held a meeting of the Presidium of the Congress of Local and Regional Authorities under the President at which the plan for the recovery of Ukraine was presented’, 2022 <<https://www.president.gov.ua/en/news/andrij-yermak-proviv-zasidannya-prezidiyi-kongresu-miscevih-76489>> [accessed 20 August 2022], and Cabinet of Ministers of Ukraine, ‘Прем’єр-міністр: Плануємо укласти меморандуми з країнами-партнерами, де були б закріплені наміри щодо відбудови українських регіонів (Prime Minister: We plan to conclude memorandums with partner countries, which would establish intentions for the reconstruction of Ukrainian

For the time being, implementation of the patronage concept begins with the conclusion of agreements on cooperation with the representatives of several Ukrainian LRAs. For instance, on August 19, 2022, the Minister of International Development of Denmark and the Mayor of Mykolaiv signed a Memorandum of Partnership⁸⁴. The document envisages extensive collaboration between Mykolaiv and Denmark in matters of rebuilding the city, as well as introduction of the best practices of transparency and accountability. The Memorandum also envisages joint work on the formulation of city reconstruction projects and the involvement of foreign investors in the restoration of Mykolaiv.

Ukrainian communities can also benefit from other types of assistance, e.g., from *funds of international organisations* that often act as the sponsors for some projects run through city-to-city cooperation:

- United Nations, its agencies and programmes (mainly, United Nations Development Programme (UNDP)⁸⁵; United Nations Economic Commission for Europe (UNECE)⁸⁶ etc.); United Nations Refugee Agency (UNHCR)⁸⁷; International Organisation for Migration⁸⁸;
- European Union and Council of Europe⁸⁹;

regions')', 2022 <<https://www.kmu.gov.ua/news/premier-ministr-planuiemo-uklasty-memorandumy-z-krainamy-partneramy-de-buly-b-zakripleni-namiry-shchodo-vidbudovy-ukrainskykh-rehioniv>> [accessed 13 August 2022].

⁸⁴ Mykolaiv City Council, '«Наша співпраця з Данією набирає обертів», - Олександр Сенкевич ('Our cooperation with Denmark is gaining momentum')', 2022 <<https://mkrada.gov.ua/news/17153.html>> [accessed 22 August 2022].

⁸⁵ euneighbourseast.eu, 'EU4Dialogue: grants for Ukrainian NGOs as EU redirects project funds to help conflict-affected communities', 2022 <<https://euneighbourseast.eu/news/latest-news/eu4dialogue-grants-for-ukrainian-ngos-as-eu-redirects-project-funds-to-help-conflict-affected-communities/>> [accessed 18 August 2022].

⁸⁶ The UNECE established the UN4Kharkiv Task Force which now comprises more than ten UN agencies who work together to support efforts of the government in developing innovative approaches to rebuilding cities in Ukraine (UN Resident Coordinator office in Ukraine, UNOPS, UNDP Ukraine, UNEP, UNDRR, WHO, IOM, OCHA, OHCHR, UN-Habitat and UNICEF Ukraine). The UNECE coordinates activities of the Task Force. As part of the cooperation, the Ministry for Communities and Territories Development initiated a first pilot project on the development of a reconstruction plan for the city of Kharkiv, which is expected to become a blueprint for the reconstruction of other Ukrainian cities. <<https://unece.org/housing-and-land-management/press-coordinate-un-task-force-new-master-plan-city-kharkiv>> [accessed 12 August 2022].

⁸⁷ UNHCR, Ukraine situation <<https://reporting.unhcr.org/ukraine-situation>> [accessed 15 August 2022].

⁸⁸ IOM UN Migration, 'IOM Launches Cash Assistance Programme in Ukraine', 2022 <<https://www.iom.int/news/iom-launches-cash-assistance-programme-ukraine>> [accessed 20 August 2022].

⁸⁹ For instance, through the "Cities4cities platform".

- NGOs⁹⁰ (see, e.g., “Solidarity Fund from Poland”⁹¹) who have been on the ground before the war, as well as targeted programmes also present before the war (U-LEAD, “Bridges of Trust”⁹², “Caritas” etc.);
- other international donors (USAID)⁹³.

Central budgetary resources coming from donors like EIB⁹⁴ are foreseen for some targeted programmes involving LRAs⁹⁵. The Government of Ukraine has similarly launched various specialized funds gathering and distributing resources in support of reconstruction, restoring the economy and aiding Ukrainian citizens affected by the war⁹⁶, among which the “Fund for the Rebuilding of Property and Destroyed Infrastructure” has been appositely designed for reconstruction purposes⁹⁷. Likewise, the President of Ukraine has launched an international crowdfunding platform “United24” collecting funds for three types of projects: defense, medical aid, and rebuilding⁹⁸.

⁹⁰ euneighbourseast.eu, ‘Helping hands across the border: the project helping disabled children to escape the war’, 2022 <<https://euneighbourseast.eu/news/latest-news/helping-hands-across-the-border-the-project-helping-disabled-children-to-escape-the-war/>> [accessed 18 August 2022].

⁹¹ SolidarityFund PL in Ukraine, ‘Фонд міжнародної солідарності передав 25 нових «швидких» українським громадам, які постраждали від війни (The International Solidarity Fund handed over 25 new ambulances to Ukrainian communities affected by the war)’, 2022 <<https://solidarityfund.org.ua/ua/novyny/147-fond-mizhnarodnoi-solidarnosti-peredav-25-novykh-shvydkykh-ukrainskym-hromadam-iaki-postrazhdaly-vid-viiny.html>> [accessed 11 August 2022].

⁹² CEMR & Platforma.

⁹³ USAID, ‘USAID RESPONSE IN UKRAINE’, 2022 <<https://www.usaid.gov/usaid-response-ukraine>> [accessed 28 August 2022].

⁹⁴ euneighbourseast.eu, ‘European Investment Bank approves €1.59 billion of EU financial assistance for Ukraine’, 2022 <<https://euneighbourseast.eu/news/latest-news/european-investment-bank-approves-e1-59-billion-of-eu-financial-assistance-for-ukraine/>> [accessed 18 August 2022].

⁹⁵ Association of Ukrainian Cities, ‘Розпочався відбір проєктів, що фінансуватимуться за рахунок «Програми з відновлення України» (The selection of projects to be financed at the expense of the “Ukraine Recovery Program” has begun)’, 2022 <<https://www.auc.org.ua/novyna/rozpochavsya-vidbir-proyektiv-shcho-finansuvatymutsya-za-rahunok-programy-z-vidnovlennya>> [accessed 10 August 2022].

⁹⁶ Embassy of Ukraine in the People’s Republic of China, ‘Financial Funds to support Ukrainian economic restoration’, 2022 <<https://china.mfa.gov.ua/en/news/funds-financial-support-ukrainian-economic-reconstruction>> [accessed 20 August 2022].

⁹⁷ In April, the government directly allocated the first billion hryvnias from the reserve fund for the reconstruction of four regions: UAH 400 million for Kyiv Oblast, UAH 250 million each for Chernihiv Oblast and Sumy Oblast, and UAH 100 million for Zhytomyr Oblast. Managed directly by military-civilian administrations. ‘United24.ua Platform’ <<https://u24.gov.ua/>> [accessed 29 August 2022].

⁹⁸ Ibid.

2.3. Opportunities and challenges in development of city-to-city cooperation in the context of reconstruction agenda of Ukraine

Ukrainian Reconstruction Plan in terms of “Economic Recovery and Development”⁹⁹ foresees the promotion of cross-interaction (twinning) between communities, and regions inside Ukraine and with allied countries.

All the respondents – representatives of LRAs and state institutions – praised the prospects of partnership cooperation with the sister cities from Europe as a good additional option for the reconstruction of communities of Ukraine. The LRAs have been on the frontline of war activities in a multitude of ways. Depending on their geographical locations, they are either exposed to military attacks/shelling, provide logistic support for defense forces: military and territorial defense, distribute humanitarian aid, host IDPs or run everyday businesses. Regardless of the concrete actions, LRAs have proven to be a fundamental actor, assuring the functioning of the country. In these activities, sister cities in Europe have been of great help by providing various types of assistance in on a short notice that is crucial during the war. Cities' direct links proved to be the most effective channel for delivering the most tangible results: it is smooth and highly flexible, allowing fast response without unnecessary additional administrative/legislative burdens.

It should be noted that since the large-scale war in Ukraine the informal types of cooperation became also much needed to provide urgent response to the local needs. Our interviewees – representatives of LRAs – referred to their own examples of practicing development of partnerships sometimes without formal agreements that became beneficial for them. For instance, cooperation between Vinnytsia and Zurich, launched before February 24, 2022, is not based on any twinning treaties, but simply on mayor-to-mayor ‘gentlemen agreement’. This cooperation is aimed at carrying out specific projects. For instance, Zurich donated to Vinnytsia some trams and contributed to modernisation of its tram infrastructure. It also included specific knowledge-sharing experiences: specialists from Zurich helped prepare a 5-year business plan for a municipality-managed service company as well as supported the renovation of heating system (i.e., heating boilers in smaller districts)¹⁰⁰.

⁹⁹Cabinet of Ministers of Ukraine, ‘Ukraine Recovery Plan. Working Group for “Economic Recovery and Development”.’ <<https://www.kmu.gov.ua/storage/app/sites/1/recoveryrada/eng/economic-recovery-and-development-eng.pdf>> [accessed 20 August 2022].

¹⁰⁰ vn.20minut.ua, ‘По Цюриху їздять трамваї солідарності з Україною. Їх восени мають передати до Вінниці (‘Trams of solidarity with Ukraine travel in Zurich. They should be transferred to Vinnytsia in the fall’), 2022 <<https://vn.20minut.ua/Podii/po-tsyurihu-yizdyat-tramvayi-solidarnosti-z-ukrayinoyu-yih-voseni-mayu-11538357.html>> [accessed 10 August 2022].

The above informal types of cooperation between Ukrainian and European cities (towns, villages) sometimes are the only possible ways of cooperation, taking into consideration the hardships and dangers of war. In this respect our interviewees pointed on the challenges on developing formal city-to-city cooperation partnerships because of obstacles for travelling for representatives of LRAs abroad and meeting in person with their peers, impossibility of forming a voting quorum to decide on concluding cooperation agreements, as well as absence of the proper legal basis for deciding on such agreements on-line.

Either formal or informal types of partnerships are quite impactful in both of their components: the hard one, i.e., financial support (better even if co-support, i.e., involving, at least partially, local budget in both partner cities) and the soft ones, i.e., fostering people-to-people contacts and knowledge-sharing.

Another type of informal cooperation is realised via Ukrainian sister city (community) participation, that has cooperation agreement with its foreign counterpart. The representatives of LRAs admitted the increasing practice of sharing humanitarian aid from the European cities and volunteers through the intermunicipal formal and informal channels of cooperation within Ukraine. For instance, this way Hoshcha village council of Rivne region became a bridge between PISOCHYN community of Kharkiv Region and its peers from Poland and Germany in receiving humanitarian aid. Slavuta city council of Khmelnytsky region sent goods to the regions affected by active hostilities and frontline regions.

The LRAs of Western Ukraine, that border the EU Member States, take an active participation in distribution of humanitarian aid, including that from the sister cities to the most affected regions of Ukraine. Furthermore, within the All-Ukrainian project "Neighbors" partner regions or partner cities are forming a food section for each other and send to regions where hostilities are taking place¹⁰¹.

It is also worth mentioning that cooperation between Ukrainian LRAs associations and those of the EU Member States is also beneficial for the development of city-to-city cooperation and recovery and further development of Ukrainian hromadas. For example, "Poltava Regional Association of Local Self-Government Bodies" is a partner organisation of the "Convent of Poland-Ukraine

¹⁰¹ For instance, within the Project "Neighbors" ("Сусіди") the Coordination Humanitarian Headquarter of the Odesa Region together with the Odesa region, district and city councils collected and sent more than 166,000 humanitarian aid kits to the Mykolaiv Region and are helping city of Mykolaiv with the supply of water, and are sending drilling crews to build wells. See 'Coordination Humanitarian Headquarters at Odesa OVA' <<https://gumshtab.org/>> [accessed 28 August 2022].

Self-Governing Cooperation”¹⁰², the only association in Poland, the members of which are Polish LRAs that have Ukrainian counterparts¹⁰³.

The cooperation between LRAs associations from different countries is of particular importance. Notably, «Ukrainian association of Rayon (district) and Oblast (region) councils» with the national associations of Poland, Germany and France signed the Declaration on the creation of the International Alliance for Peace and Unity in Europe on 04.07.2022. The goal of the Alliance is “to involve people in their districts, regions and beyond even more than before, to realize the idea of a common Europe, promoting active civic participation, to support unity and thereby create a contribution to sustainable peace and well-being of the peoples of the participating countries and Europe for the future”¹⁰⁴.

To raise the effectiveness of the city-to-city partnership potential for the reconstruction of communities of Ukraine, as it was reported by the most interviewees – representatives of LRAs and their associations – it is important to provide a proper coordination between Ukrainian hromadas, for instance in terms of detecting of their needs, sharing experience of successful project implementation etc. It could be also reasonable for several neighboring communities to cooperate with their European counterpart in implementation of the project that covers their common needs.

It should be stressed that the bigger cities (especially Kyiv, Kharkiv, Lviv, Odesa) have better twin experience on the city-to-city cooperation. They have special units on international cooperation and enough qualified staff at their disposal. A good illustrative example is the institutionalisation of city-to-city cooperation through the establishment, on July 26, 2022, of the Coordination Council of Partner Cities of Kharkiv¹⁰⁵, aiming at providing maximum effective use of intermunicipal cooperation instruments for the city reconstruction.

¹⁰²Konwent współpracy samorządowej Polska – Ukraina <<http://kwspu.pl/?fbclid=IwAR2-afI23i9xNHumzl7 htAFPkB33ny5YuxdShLy20quC9MhwaFiMcWaiJbQ>> [accessed 30 August 2022].

¹⁰³“Poltava Regional Association of Local Self-Government Bodies” jointly with the “Convent of Poland-Ukraine Self-Governing Cooperation” have implemented several joint projects. For instance, “Course of public consultations for local self-government bodies in the Poltava region”, “Polish-Ukrainian Youth Academy of Self-Government 2020”, “Revival and popularization of Opishnya and Reshetyli traditional crafts in the Poltava region among young people from Ukraine and Poland”.

¹⁰⁴Ukrainian association of Rayon (district) and Oblast (region) councils, ‘УАРОР стала підписантом декларації про створення Міжнародного альянсу за мир та єдність у Європі (‘UAROR became a signatory of the declaration on the creation of the International Alliance for Peace and Unity in Europe’), 2022 <<http://uaror.org.ua/?p=22959>> [accessed 6 August 2022].

¹⁰⁵ Kharkiv City Council, ‘У Харкові створили координаційну раду міст-партнерів (‘A coordinating council of partner cities was created in Kharkiv’), 2022 <<https://www.city.kharkov.ua/uk/news/-51600.html>> [accessed 12 August 2022].

The interviewees representing the “smaller communities” admitted the challenges in the development of city-to-city cooperation. They focused on the lack of qualified personnel – specifically, staff with knowledge of foreign languages. Second important obstacle is the lack of information on the ways of establishment of partnership relations (especially how to find foreign partners) and possibilities to use it for their needs. The outputs of interviews with the representatives of the “smaller” communities demonstrated the lack of knowledge about the on-line platforms that could be beneficial for them (“Cities4cities platform”, “PLATFORMA” etc.). In this context a proper awareness-raising support to “smaller” cities / hromadas is highly needed.

The outputs of interviews with the representatives of LRAs regarding the focus of the city-to-city cooperation strategies with their counterparts demonstrated that they are interested as much in infrastructure investment, as in capacity building and exchange of know-how. It should also be noted that the representatives of the most affected regions of Ukraine admitted the crucial importance of investment support to their destroyed facilities, while representatives of the less affected communities stressed on paramount importance of the technological support.

3) Determining factors for efficient reconstruction strategies

3.1. Efficiency in evaluation

Efficiency is one out of six evaluation criteria developed by the OECD Development Assistance Committee (DAC) for evaluating international development cooperation next to relevance, impact, effectiveness, coherence, and sustainability.¹⁰⁶ Efficiency criterion is aimed at answering the “How well are resources used?” question and according to the DAC, it measures outputs in relation to inputs.¹⁰⁷

According to OECD, in order to understand this criterion, one should look into and analyse the following three elements: economic efficiency, operational efficiency and timeliness.¹⁰⁸ While economic efficiency verifies whether results were achieved with zero waste and in the most economical way possible, operational aspect of efficiency takes human aspect into account and focuses on human resources involved into an intervention being evaluated, whether operations were fluid and flexible enough and touches upon risk management, resources’ redirection and relevant decision-making (‘series of choices’¹⁰⁹) during project/programme/action/activity’s implementation.¹¹⁰ The third element ‘timeliness’ speaks for itself as it takes intervention timeframe and analyses it in terms of how realistic and appropriate it was to start with, and whether action was implemented in a timely manner.¹¹¹

3.2. Examples of reconstruction

Having recapped the efficiency criterion in evaluation process, we believe, it is worth subsequently looking into examples of reconstruction strategies throughout

¹⁰⁶ OECD, ‘Better criteria for better evaluation’, 2020 <<https://www.oecd.org/dac/evaluation/evaluation-criteria-flyer-2020.pdf>> [accessed 25 August 2022].

¹⁰⁷ OECD, ‘DAC Criteria for Evaluating Development Assistance’, 2001 <<https://www.oecd.org/dac/evaluation/49756382.pdf>> [accessed 28 August 2022].

¹⁰⁸ OECD, ‘The six criteria: Their purpose and role within evaluation’, in *Applying Evaluation Criteria Thoughtfully*, 2021, p. 59 <<https://doi.org/10.1787/543e84ed-en>>.

¹⁰⁹ OECD, ‘The six criteria: Their purpose and role within evaluation’, p. 61.

¹¹⁰ OECD, ‘The six criteria: Their purpose and role within evaluation’, p. 59.

¹¹¹ Ibid.

history. We selected two strategies for our brief analysis (1) the most recent reconstruction programme implemented in Afghanistan, and (2) Marshall Plan.

According to “What We Need to Learn: Lessons from Twenty Years of Afghanistan Reconstruction” report published exactly a year ago (August 2021) by Special Inspector General for Afghanistan Reconstruction (SIGAR), “analysis has revealed a troubled reconstruction effort that has yielded some success but has also been marked by too many failures.”¹¹² The Report summarises conclusions and draws lessons from the action, such as lack of sustainability or absence thereof¹¹³, lack of understanding of the Afghan context¹¹⁴, insufficient monitoring and evaluation¹¹⁵, incoherent strategy for the reconstruction agenda¹¹⁶, underestimation of timelines necessary to efficiently implement the action¹¹⁷, persistent insecurity¹¹⁸, as well as counterproductive personnel policies and practices¹¹⁹.

Since Russia openly invaded Ukraine on February 24, 2022 and thus continued its 8-year long aggression against the latter, calls for a ‘Marshall Plan’ for Ukraine appeared in media space.¹²⁰ In fact, Ukraine’s National Recovery and Reconstruction Plan is often referred to as ‘Marshall Plan’, quite symbolic as the original (European Recovery Program) celebrates its 75th anniversary this year, which up to this day “remains one of the most successful projects for economic growth and democratisation” (Mr. Mark Green, Ambassador Mark Green (ret.) serves as the President, Director, and CEO of the Woodrow Wilson International Center for Scholars)¹²¹. The European Recovery Plan was based on long-term economic/governance planning for the post-war Europe in need of recovery and reconstruction¹²². The following criteria were crystalised as those that may contribute to success of reconstruction strategies:

¹¹² Special Inspector General for Afghanistan Reconstruction (SIGAR), *What we need to learn: lessons from twenty years of Afghanistan reconstruction* (Arlington, Virginia, August 2021), p. VII

<<https://www.sigar.mil/pdf/lessonslearned/SIGAR-21-46-LL.pdf>> [accessed 27 August 2022].

¹¹³ Ibid, p. IX

¹¹⁴ Ibid, p. X

¹¹⁵ Ibid, p. XI

¹¹⁶ Ibid, p. VIII

¹¹⁷ Ibid.

¹¹⁸ Ibid, p. X

¹¹⁹ Ibid.

¹²⁰ Deutsche Welle, ‘What would a “Marshall Plan” for Ukraine entail?’, 2022 <<https://www.dw.com/en/what-would-a-marshall-plan-for-ukraine-entail/a-62262435>> [accessed 28 August 2022].

¹²¹ VOA, ‘План Маршалла: уроки для Украины (The Marshall Plan: Lessons for Ukraine)’, 2022 <<https://www.golosameriki.com/a/the-marshall-plan-at-75-lessons-for-ukraine/6618561.html>> [accessed 28 August 2022].

¹²² UN DESA, ‘UN: Apply Marshall Plan principles to rebuild economic security in today’s post-conflict countries’, 2008 <<https://reliefweb.int/report/world/un-apply-marshall-plan-principles-rebuild-economic-security-todays-post-conflict>> [accessed 24 August 2022].

- clear local ownership of aid programmes (by national governments under nationally drawn implementation plans);
- flexible conditionality requirements taking into account local context;
- gradual liberalisation of trade and investment regimes, allowing countries time to catch up with global competition;
- grants over loans, to not introduce the burden of a long-term debt.¹²³

Given the time that passed after Marshall Plan made a true difference for 16 European countries and the changes of scenery it brought, one shall bear in mind that the Marshall Plan for Ukraine may, and probably will, differ from the original version.

3.3. Principles of efficient post-war reconstruction

3.3.1 Reconstruction of Ukraine

Ukraine's recovery was discussed at a specially set-up conference in Switzerland's Lugano in early July 2022, where Mr. Denys Shmyhal, the Prime Minister of Ukraine, has outlined three stages of post-war reconstruction of his country – namely: a. Renovation of vital infrastructure (what is vital for the lives of people); b. Recovery of critical infrastructure: “Thousands of rebuilding projects will need to be implemented immediately after hostilities end and Ukraine wins the war,” (schools, hospitals, housing, etc.); c. Long-term transformation “from education and medicine to ‘green transition’ and a new military and industrial complex”.¹²⁴ During the Conference the guiding principles for Ukraine's recovery process have been crystalised and shaped into the following desiderata:

1. Partnership

The recovery process is led and driven by Ukraine and conducted in partnership with its international partners. The recovery effort shall be based on a sound and ongoing needs assessment process, aligned priorities, joint planning for results, accountability for financial flows, and effective coordination.

¹²³ Ibid.

¹²⁴ Ukrinform, ‘Ukraine's post-war reconstruction to consist of three stages – PM Shmyhal’, 2022 <<https://www.ukrinform.net/rubric-economy/3521787-ukraines-postwar-reconstruction-to-consist-of-three-stages-pm-shmyhal.html>> [accessed 28 August 2022].

2. Reform focus

The recovery process shall contribute to accelerating, deepening, broadening, and achieving Ukraine’s reform efforts and resilience in line with Ukraine’s path towards EU membership.

3. Transparency, accountability, and rule of law

The recovery process has must be transparent and accountable to the people of Ukraine. The rule of law must be systematically strengthened, and corruption – eradicated. All funding for recovery needs to be fair and transparent.

4. Democratic participation

The recovery process must be a whole-of-society effort, rooted in democratic participation by the population, including those displaced or returning from abroad, local self-governance and effective decentralisation.

5. Multi-stakeholder engagement

The recovery process shall facilitate collaboration between national and international actors, including from the private sector, civil society, academia and local government.

6. Gender equality and inclusion

The recovery process must be inclusive and ensure gender equality and respect for human rights, including economic, social, and cultural rights. Recovery shall benefit all, and no part of society should be left behind. Disparities need to be reduced.

7. Sustainability

The recovery process shall rebuild Ukraine in a sustainable manner aligned with the 2030 Agenda for Sustainable Development and the Paris Agreement, integrating social, economic, and environmental dimensions including green transition.¹²⁵

¹²⁵ Ukraine Recovery Conference, ‘Outcome Document of the Ukraine Recovery Conference URC2022 “Lugano Declaration”’, 2022 <https://uploads-ssl.webflow.com/621f88db25fbf24758792dd8/62c68e41bd53305e8d214994_URC2022_Lugano_Declaration.pdf> [accessed 28 August 2022].

3.3.2. Principles of efficient post-war reconstruction, outlined by relevant organisations and think-tanks

The already mentioned OECD Development Assistance Committee outlined the following key principles of efficient post-war reconstruction¹²⁶:

- Countries are responsible for their own reconstruction agenda, “external assistance must build on, and not substitute for national capacities, resources and initiatives”;
- Ensuring co-ordination of actors toward common objectives, for which the country itself should have ownership: “contributions of the many donors involved should be complementary and allocated in line with indigenous priorities and policies. Furthermore, external assistance must be managed so as to ease the burdens on partner countries and not add to their own co-ordination problems”;
- A thorough understanding of local conditions is vital;
- Limit the scope and duration of emergency relief operations to the strict minimum and plan the implementation of post-emergency operations at an early stage;
- Support local capacities to take over the running of aid operations as soon as possible. Avoid over-funding local structures, creating expectations that may not be maintained;
- Introduce effective control procedures; emphasise bottom-up support in strengthening local capacity;
- Decentralisation ensures local and regional participation in decision-making and improves the accountability and legitimacy of local/national government:
 - specialised technical assistance and expertise in the field of decentralisation policy (introduction of decentralised planning and administration structures);
 - strengthening organisational capacities of representative intermediary bodies, including regional parliaments and local councils.

Post-conflict contexts provide particular opportunities for political, economic and administrative reform. Donors should work to foster internal consensus on a set of appropriate policies and programmes that reflect economic, social and cultural environment of the country concerned. National and local authorities or groups, including representatives of the parties in conflict, should participate in the formulation of programmes, paving the way for national ownership of the development process.

¹²⁶ OECD, ‘DAC Guidelines on Conflict, Peace and Development Co-operation’, 1997 <<https://reliefweb.int/report/world/dac-guidelines-conflict-peace-and-development-cooperation>> [accessed 28 August 2022].

As early as in April 2022 the Centre for Economic and Policy Research (CEPR) published “A Blueprint for the Reconstruction of Ukraine”, shedding light on the following set of principles to ensure success:

- Reform and modernisation as part of the Ukrainian path to EU accession;
- Rapid delivery of reconstruction aid from the earliest phases of post-war period’;
- Aid should be conditional on results to ensure it goes to reconstruction projects controlling for corruptive practices;
- Grants over loans to avoid debt-sustainability issues in the future;
- Coordination among actors is crucial in order to avoid chaos, inefficiency and duplication of projects;
- Investing in economic/technological upgrade of the country (including sustainable, green economy): aid directed to increase productivity through investment in new machinery, infrastructure, human capital, etc.;
- Local ownership as a key principle.

Aid should be “administered by a self-standing, EU-affiliated or authorised agency independent of, but accountable to, multilateral, bilateral, and non-governmental donors” while the reconstruction process should take place in three stages with different objectives and tools: a) emergency response (like in cases of natural/man-made disasters); b) rapid restoration of critical infrastructure and services; c) introducing measures for a rapid, sustained growth trajectory.¹²⁷

Later CEPR further explored recovery challenges for Ukraine in light of this ‘unprecedented in recent times’ war:

- physical infrastructure suffers further damage and over a third of the Ukrainian population remains displaced from their homes;
- economy has been suffering a great loss: “The most worrying feature of the consensus forecast is that economists do not expect a fast recovery, as it took place in preceding wars. Ukraine’s real GDP growth should average 7.5% during 2023 to 2026, meaning that the economy remains 15% below its pre-war level five years after the Russian invasion (FocusEconomics 2022). That is a pessimistic prediction when one compares this path with after-war recovery in Kuwait or Serbia;
- pre-war worrying demographic trends have been exacerbated: “prior to the war, Ukraine had already been a country with worrying demographic trends: aging population and dramatically falling birth rate”; refugees may not want to come back, which may result in a pronounced human capital loss;

¹²⁷ CEPR, *A blueprint for the reconstruction of Ukraine*, April 2022 <<https://cepr.org/voxeu/columns/blueprint-reconstruction-ukraine>> [accessed 15 August 2022].

- human-related problems: post-war trauma, wounded persons, mental health issues;
- “There is a need for a strong EU-driven post-war recovery effort, similar to the one that allowed most Western European economies to recover after WWII”; two-phase project:
 - rapid restoration of critical infrastructure and services to revive the basic functions of the economy and the government; macroeconomic stabilisation;
 - re-establishing the foundations for sustained growth focused on human capital accumulation; “upgrading the institutional environment for growth”; energy-efficient rebuilding of cities; etc.

United Nations in its “Reconstruction, development and sustainable peace: a unified programme for post-conflict countries”¹²⁸ paper draws our attention to challenges of damage to critical infrastructure, shortage of housing, potentially irreversible damages to productive assets (agriculture and industry), as well as loss of human and economic capital. This goes in line with all the challenges faced or being faced during and after conflicts.

As criteria for success, on the other hand, the UN lists the following:

- paying extra attention to “local knowledge and perceptions and listen to the needs that are articulated by conflict affected countries and their ideas about what can be done to address them;
- “building on the capacities that exist” instead of trying to duplicate “or displace locally developed initiatives”;
- grants over loans as in the Marshall Plan;
- the recipient’s needs and donors’ interests must coincide or, at least, under no circumstances donors’ interest should prevail over the recipient’s needs;
- local ownership: no imposition of preferred solutions over local authorities as the “the receiving country should determine its objectives and priorities and the ability to pursue the policies most likely to realise them”;
- a single coordinator is needed in order to “avoid waste and the risk of failure caused by inconsistencies between the objectives and policies, duplication of effort and uncoordinated completion of projects”;
- “Another problem with many donors, all acting independently, is that it is not unusual to find in post-conflict countries that even the country’s Government is unaware of how much external assistance has been given to the country, by whom and for what purpose” avoiding waste;

¹²⁸ Milivoje Panic, *Reconstruction, development and sustainable peace: a unified programme for post-conflict countries* (UN, Department of Economic & Social Affairs, 2005)
 <<https://www.un.org/development/desa/dpad/wp-content/uploads/sites/45/publication/CDP-bp-2005-8.pdf>>
 [accessed 26 August 2022].

- “Donors must not insist on the reciprocity in policies such as trade liberalization that may impose serious long-term costs on the recipient, preventing it from achieving its reconstruction and development aims”.
- ensuring through monitoring that the essential post-conflict strategy originally agreed upon is implemented, and to discontinue development assistance when the recipient is failing to implement it because of widespread corruption.

When it comes to infrastructure projects in post-war reconstruction context, a more recent study (2012)¹²⁹ provides in-depth analysis of their planning and implementation; and even though it focuses exclusively on Kosovo, its findings tackle the primary focus of the present part – efficiency. As such, factors contributing to efficiency are the following:

- Ensuring local ownership: involving the local community in all the reconstruction-related activities; agencies tend to bring with them their own crafted organisational policies, and planning, project implementation, and operating procedures, which is wrong;
- Support country capacity to carry out reconstruction projects, so it does not depend fully on external support in designing, developing, implementing, managing, overseeing reconstruction agenda; support recruiting/training committed personnel; and providing all the necessary training for operations and maintenance;
- Effective project planning and preparation: ensuring adequate planning of activities and proper allocation of sufficient resources; making informed decisions based on local needs; implement projects in the field after local community is consulted and feasibility studies are conducted;
- Accountability and Budgets: ensuring transparency, accountability, anti-corruption monitoring; project cost estimation and control are key issues, but donors should not retain full control of the cost disbursements in order to avoid that projects are underfunded, etc.;
- Communication and Community Participation: civil society should be included in planning and decision-making processes;
- Donor Conditionality: management of funds should be entrusted to local actors, while donors should oversight and control for corruption;
- Procurement Practice: international donors should not be involved extensively into procurement practice, but the local law should also be flexible enough to ensure faster delivery of goods/materials: quick and timely delivery of goods and services are critical for reconstruction agenda;

¹²⁹ James Earnest and Carolyn Dickie, *Post-conflict reconstruction—a case study in Kosovo: the complexity of planning and implementing infrastructure projects* (PMI Research and Education Conference, 2012) <<https://www.pmi.org/learning/library/post-conflict-reconstruction-planning-implementing-6416>> [accessed 23 August 2022].

- Proper coordination: due to a lack of coordination and information exchange between agencies, very often projects are duplicated;
- Supporting good governance: Agencies should introduce projects and program them with components of good governance and planning jointly by the organisation and the community.
- Close monitoring and control.

3.4. Factors to keep in mind for success of Ukraine's reconstruction

To summarise, reconstruction strategies have been numerous, given that conflict is natural to human societies, but only a few of them may be classified as efficient and therefore, successful. While the present study focus is placed on Ukrainian LRAs, it would be close to impossible to consider exclusively relevant to LRAs 'determining factors for efficient reconstruction strategies'. Recovery and reconstruction process is full of complexities and uncertainties, it is multi-vector, multi-layer with factors intertwined to an extent when attempts to separate them from one another may play havoc. For that reason, we invite the readers to check the list of factors which, as the authors of this study believe, will contribute to successful reconstruction of a post-war Ukraine with an amplified focus on LRAs:

1. Strengthened local leadership and institutional capacities → priorities, implementation and oversight are set by the local authorities and that international partners do understand/respect this principle¹³⁰;
2. National and local ownership → projects are aligned to local needs and capabilities to maximise support through the engagement of the population through their governance and guarantee sustainability of recovery efforts¹³¹;
3. Inclusiveness, equity and non-discrimination → all local actors are equally represented in the reconstruction agenda and have equal access to all kind of resources to carry out projects aligned to their needs¹³²;
4. Coordination, cooperation and cohesion → presence of numerous national/international actors pursuing different reconstruction agendas do not compromise the overall efficiency of efforts¹³³;
5. Capacity building for sustainability → “all activities need to have a capacity-building component, use local expertise, and benefit from guidance from

¹³⁰ African Union, *Policy on post-conflict reconstruction and development (PCRD)* (Addis Ababa, Ethiopia: Conflict Management Division, Peace and Security Department, Commission of the African Union) <<https://www.peaceau.org/uploads/pcrd-policy-framwovork-eng.pdf>> [accessed 25 August 2022].

¹³¹ Ibid.

¹³² Ibid.

¹³³ Ibid.

- international actors”¹³⁴. Make use of technology, expertise, best practice transfer to enable local stakeholders to design better projects and make better use of resources: “Often information is more valuable than money”¹³⁵;
6. Successful short-term remedies translate into long-term recovery strategies¹³⁶;
 7. Absence of polarised tendencies between donors and aid recipients → (i.e. victims and providers, amateurs and experts, or passive and active participants) to not create the climate of distrust, discourage public engagement and generate waste of local resources;
 8. Development of rapid and flexible procedure for disbursing along the same lines as procedures for emergency assistance¹³⁷;
 9. Delegating more authority and resources to field-level operations (i.e. LRAs) to design and fund projects that will have a quick effect;
 10. Channeling a greater proportion of resources to local (councils, hromadas) and central government agencies;
 11. Supporting local capacity building, and appropriate exit strategies;
 12. Developing an understanding of the context, dynamics, and needs;
 13. Transitional early reconstruction activities, starting as soon as circumstances allow.

According to DAC Task Force, “Transition is a non-linear process that presents tensions and trade-offs between the need to provide rapid support to peace-promoting and life-saving activities whilst supporting the development of sustainable state structures”¹³⁸. If done wisely and properly with attention to each and every hromada’s voice, Ukraine as a whole will not only be reconstructed but reset – there is enough will and power in Ukrainians to see this kind of change.

¹³⁴ Ibid.

¹³⁵ Jon Calame, *Post-war Reconstruction: Concerns, Models and Approaches*, 2005 <https://docs.rwu.edu/cgi/viewcontent.cgi?article=1018&context=cmpd_working_papers> [accessed 24 August 2022].

¹³⁶ Ibid.

¹³⁷ World Bank, *Post- Conflict Reconstruction. The Role of the World Bank* (Washington, D.C, April 1998) <<https://documents1.worldbank.org/curated/en/175771468198561613/pdf/multi-page.pdf>> [accessed 25 August 2022].

¹³⁸ OECD, *International Support to Post-Conflict Transition. DAC Guidance on Transition Financing: Key Messages*, March 2012 <<https://www.oecd.org/dac/conflict-fragility-resilience/docs/49372078.pdf>> [accessed 25 August 2022].

4) Conclusions and recommendations

The main aim of the present study is to provide a comprehensive analysis of the challenges and opportunities for local and regional governments in Ukraine's reconstruction strategy. The study is aimed to address a list of extremely important questions, such as a role of Ukrainian LRAs in the recovery agenda for Ukraine, and how EU regions and municipalities can best support their Ukrainian peers in post-war recovery, reconstruction and modernisation. It also explores ongoing projects with focus on capacity building and infrastructure investments, as well as provides mapping of existing bilateral and multilateral peer-to-peer (city-to-city) cooperation and partnerships.

The study clearly shows that LRAs, having proved fundamental and even crucial for Ukraine's resistance, should be regarded as an integral part of the process of formulation, planning and, at a later stage, implementation of the reconstruction agenda. By capitalising on capacities built by the decentralisation reform, local governments have mobilised themselves in no time and continued to provide essential public services and accommodation to IDPs arriving in high numbers since day one of the Russia's full-scale invasion of Ukraine, as well as to collect and distribute humanitarian assistance. They also serve as a bridge of communication and coordination between civilian and military sets of operations. Under the circumstances, LRAs may better understand specific (reconstruction) needs and thus be better placed to design tailor-made projects that could have higher chances to fulfil their respective communities' necessities.

The participation of LRAs in development and implementation of the Ukraine Reconstruction Plan is determined by their functions, defined in and granted by Ukraine's legislation. Currently, the required legal basis for LRAs' role in shaping the design and development of the recovery agenda of Ukraine is established. The LRAs are engaged in almost every field of URP, albeit the degree and form of their engagement may differ significantly.

4.1. Opportunities for LRAs

The URP may be considered as a comprehensive instrument, granting opportunities to Ukrainian municipalities in times of war and in the subsequent period of the country's recovery. It envisages tools for strengthening financial support and enhancing methodological assistance to communal projects, and proposes additional means for their further sustainable development considering best practices.

The URP is based on regions' needs approach, which is generally in the line with the functional territories' principle foreseen by Ukrainian law ("recovery areas", "regional poles of growth", "territories with special conditions for development", and "areas of sustainable development"). Recovery areas, accounting for the most affected communities, are expected to obtain an extra attention in terms of funding and participation of their LRAs with jurisdiction over these territories, during implementation of the Plan.

From a short-term perspective, highly needed efforts proposed by the Fast Recovery Plan for Ukraine are focused on rebuilding local infrastructure of critical significance (including housing, railway tracks, as well as water supply, sewage and heating systems). Once the hostilities stop, a comprehensive reconstruction and modernisation plan should be immediately put in place.

Furthermore, involving LRAs may also contribute to further eradication of such phenomena as corruptive practices and clientelism. If funds are managed at a local level with transparent monitoring mechanisms in place (e.g., with assistance of EU representatives), this may not only increase the overall efficiency of the process, but also generate more trust and potentially attract new foreign direct investments.

Partnership cooperation with sister cities in Europe and all over the world is equally becoming a valuable tool for the reconstruction of communities in Ukraine. By establishing twinning ties with foreign cities, Ukrainian communities might not only promptly receive humanitarian assistance, attract additional funding, exchange ideas and experiences, but also expand their potential, open new opportunities, and foster people-to-people contacts, so essential for their further development.

4.2. Challenges for LRAs

The main challenge of URP for LRAs lies in its framework nature and, therefore, lack of precision. The National Recovery Plan was designed as a broad and rather general strategic programme document, aimed at reconstruction and further development of Ukraine. In this respect, it should be noted that the overall effectiveness of the Plan will heavily depend on specific actions taken under its “umbrella”, ensuring its proper implementation and transparent monitoring in parallel, in light of LRAs’ needs and those of hromadas.

Smaller towns and rural communities, as a rule, have less opportunities at hand in comparison to their bigger counterparts. As such, when it comes to applying for and receiving funds from state budget and international donors to finance their respective local recovery projects, smaller communities may face substantial obstacles due to their limited capacities (including human), training, experiences etc., which may prevent them not only from equal access to grants but may also impair quality implementation of their projects. The key challenges may be outlined as lower levels of institutional capacities and lack of necessary skills/awareness of project management and means of attracting external funds. It is relevant to note that for the time being, some obstacles and constraints are faced throughout Ukraine due to the enforced martial law and military-civilian administration, which strengthen the centralisation of public governance. Its provisions are temporarily limiting to LRAs’ otherwise exercisable functions and opportunities, granted by the reconstruction agenda. It is crucial that the exceptional measures currently in place throughout the country should be reversed once the hostilities are ceased.

4.3. Recommendations

Within the present research, data collection process consisted of dozens of documents having been analysed and twenty interviews in total having been conducted (see *Annex 3*). This meticulous and attentive to detail process has enabled us to draw a set of recommendations, which we hope, will be worthy of being kept in mind when the full-fledged reconstruction of Ukraine begins.

1. To strengthen and enhance cooperation between governmental institutions and LRAs in the reconstruction agenda for Ukraine

The National Recovery and Reconstruction Plan is a comprehensive agenda, covering all sectors and levels of governance – namely, state, regional and local. Detailed needs assessment for reconstruction purposes may not be successfully performed without LRAs' participation, since they function 'on the ground' and thus have a much better overview of destroyed premises/infrastructure and informed position on needs of their inhabitants, IDPs etc. The country of Ukraine is still under the martial law; therefore, the contemporary overarching role of its 'centre' is comprehensible. However, the process of formulation and design of local/regional reconstruction plans and policies should be ultimately decentralised (localised and regionalised).

It is evident that efficiency of the reconstruction strategy will significantly depend on open on-going dialogue and synergy of efforts applied to its further development, as well as implementation and monitoring mechanisms between the state and LRAs.

2. To conduct a proper needs assessment for Ukrainian communities

On the one side, URP should be regarded as a living document for renovation of Ukraine from its central to its local level. On the other side, its content and means of implementation shall be based on a more flexible approach, considering the principle of conditionality that reflects ever-changing needs of communities and regions. As pace of recovery may vary and new challenges arise, having so many variables in place requires (and will continue doing so) the highest level of understanding and flexibility on all parts.

The reconstruction agenda should be based on a comprehensive assessment of Ukrainian municipalities' needs, reliable data, effective communication, and realistic possibilities for donors and LRAs. Undeniably, different communities will have different needs, depending on their geographical location, level of destruction and even though less visible, but nevertheless disruptive, impact; all these considerations shall be taken into account.

The above-mentioned disparities between smaller and bigger communities in their access to resources/projects/know-how should be equally considered and gradually reduced.

Reconstruction agenda should be also phase-sensitive and adequately address the following phases: firstly, swift recovery/reconstruction of critical infrastructure and afterwards, laying the groundwork for modernisation and sustainable development (including ‘mindful’ construction, i.e., not merely reconstructing what was there before, but doing it according to modern, sustainable standards) along with the process of institutional strengthening running in parallel to the recovery phases in cross-cutting manner.

3. To focus on progressing with the decentralisation reform

The decentralisation reform in Ukraine resulted in expansion of LRAs’ functions through transfer of a significant part of functions, tasks, resources, and, of course, responsibilities from the executive government bodies to self-governing ones, and thus, contributed to increasing their resilience before unthinkable challenges posed by the Russia’s full-fledged invasion of Ukraine. The on-going war has clearly demonstrated the effectiveness of this ambitious endeavour, encouraging therefore Ukrainian LRAs to self-organise and independently manage their day-to-day operations – be it military, humanitarian everyday economic activities). This has a potential to serve as a basis for further advancement of the reform in designing a more balanced public administration system with clear division of competencies at each governance level. Strengthening its multi-level governance system will be beneficial to Ukraine’s EU accession process.

4. To promote city-to-city cooperation in the light of recovery and further development of Ukrainian communities

City-to-city cooperation with foreign counterparts proves to be one of the most effective and quick means of support to Ukrainian communities from the beginning of the Russian invasion. However, it should be complementary to other forms of assistance provided by Ukraine’s partner states (national governments), international organisations and donors.

Both investment and knowledge-sharing projects are equally important for Ukrainian municipalities. Nevertheless, given highly probable budgetary constraints of EU LRAs, realistic assessment of relevant capacities should be performed, especially considering the already existing demand-supply imbalance. Investment-based projects will most likely be at a smaller scale (i.e., one European municipality rebuilding one school/kindergarten/part of a hospital). One of potential ways to strengthen this dimension can be offered by a multi-city cooperation when several EU cities join efforts and resources to provide more

assistance to concrete projects. Such approach may also lead to a longer-term engagement.

Knowledge-sharing dimension will be crucial as it is the most effective and economical way to enhance capacities of the Ukrainian LRAs to implement reconstruction projects, absorb funds, and ultimately undertake effective ownership of the reconstruction agenda. Peer-to-peer learning exchanges have numerous benefits, especially for those who have had similar experiences of post-war reconstruction (including critical infrastructure, IDPs, and business opportunities), but also concerning everyday problems like waste management, modernisation of heating systems, drinking water supply, etc. Knowledge-sharing will also be a cornerstone in view of Ukraine's accession to the EU. Thereupon, financial resources should be made available to facilitate such exchange: to support smaller knowledge-sharing projects, visits of EU cities'/towns' mayors and EU experts to Ukraine, etc.

5. To improve capacity-building of LRAs and provide proper informational support with the special focus on “smaller” communities

In the process of formulating and designing reconstruction projects, it is decisive to adequately assess capacities of LRAs to implement projects and absorb financial assistance. Such capacity related potential differences between bigger and smaller Ukrainian communities should be taken into account when planning communities' involvement in the reconstruction agenda. This dimension should not be overlooked, considering that smaller communities often do not possess adequate knowledge of managing large infrastructure projects. An effective way to boost technical capacities could include city-to-city know-how sharing, as well as trainings, workshops, and study visits organised by international and European organisations.

A proper awareness-raising support to “smaller” communities is highly needed. On Ukraine's side, every effort should be applied to strengthen communication with municipalities, raise their awareness - especially that of smaller hromadas, - to enhance their knowledge of available tools and ways/means to engage with European peers in launching partnerships/cooperation projects.

On the EU side, communication strategies should be designed to enhance mobilisation of the EU municipalities in engaging with their Ukrainian peers. Presently, a visible misbalance between demand (needs outlined by the Ukrainian municipalities) and supply (number of engaged EU municipalities) is observed.

6. To assure direct engagement of foreign institutions and donors with Ukrainian LRAs

Foreign institutions and donors might consider getting directly ‘in touch’ with Ukrainian local authorities to ensure proper implementation of the recovery process while not undermining local legitimacy and ownership, as well as avoiding potential tension between various levels of governance and associations of LRAs. Donors should consider trying to refrain from imposing their perspectives on how projects shall be implemented, assessing contractors, setting unrealistic time-frames and financial plans etc., but, at the same time, must ensure transparency, efficient monitoring and supervision processes.

7. To ensure coordination of efforts between Ukrainian part and the EU part

Coordination is crucial for the following purposes: to ensure clear ownership of the reconstruction agenda, to understand who is responsible for what, to avoid duplication of tasks and responsibilities. Lack of coordination leads to unnecessary complications and chaos, which is often the case with humanitarian aid (duplication of items received, unfulfilled needs, etc.).

On the EU side it is important to make an effort to unify different tools and initiatives (e.g. matching platforms, information campaigns, etc.) to create a comprehensive but well-organised, transparent point of reference for European donors/cities interested in helping, but also Ukrainian cities to communicate their needs; European actors involved in assisting Ukrainian LRAs could also think of establishing a common structure linking each level of governance (e.g. region-to-region, association-to-association, etc.).

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Ukraine

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Annex 1

Engagement of LRAs in implementation of the Ukrainian Recovery Plan (as for 26.08.2022)

Field of URP	Assignments and actions for LRAs	Challenges in the field, determined in the URP
<p>1. European Integration</p>	<p>The main goal of the policy on European integration is to continue modernisation the state and its institutions to ensure good governance and respect for the rule of law by providing support for administrative capacity and technical assistance, including at the regional and local levels.</p> <p>The involvement of LRAs in implementation the draft plan on European Integration within National Recovery Plan presupposes their participation in consultations and discussions on the following draft acts:</p> <ul style="list-style-type: none"> - “On amendments to the Law of Ukraine on Tourism” and some other legislative acts regarding the basic principles of tourism development (registration No 4162): In order to create an additional effective mechanism for financing relevant programs and activities at the local level, the project envisages the creation of local tourism development funds as part of local budgets, which are expected to be filled at the expense of the tourist tax, which is a local tax, and the funds from which, as of today, go to the general fund local budgets and are allocated to the needs of the territorial community, i.e. they are dissolved in the general fund of the local budget and actually do not fulfill their main function of developing the tourist infrastructure of the respective territorial community. Funds from local tourism development funds can be used exclusively for the implementation of the country's priorities in the field of tourism in accordance with local tourism development programs approved in accordance with the established procedure. - “On the public health system” (at the time of writing of this report it was being prepared for second reading) (registration No 4142): 	<p>Key challenges:</p> <ul style="list-style-type: none"> - weak involvement of local authorities in the planning of national reforms, government programs, including aimed at European integration.

	<p>defines and delimits the powers of the CMU, the Ministry of Health of Ukraine, other Central Committees, local executive bodies and local self-government bodies in the public health system;</p> <ul style="list-style-type: none"> - "On Cross-Border Cooperation" (registration No 6082): a new article (Article 12) was added, which is devoted to the implementation of Regulation No. 1082/2006 of the European Parliament and the Council of 06.05.06 in terms of the creation and participation of Ukrainian subjects of cross-border cooperation in European territorial associations cooperation - "On Railway Transport of Ukraine" (registration No 1196-1): a new approach to providing socially important transportation, which involves the determination by the Cabinet of Ministers of Ukraine and local self-government bodies of socially important transportation on a competitive basis, carried out on a compensatory basis at the expense of state and local budgets. 	
<p>2. Audit of War Damage</p>	<p>The main goal of this policy is to provide a unified conceptual approach and action plan for state and local governments to identify the damage caused by the war, to unify the approaches and methods of such determination.</p> <p>The engagement of LRAs in implementation of the draft program on the audit of war damage is determined mainly by their competence in the field of economic development and budgeting and finance (art. art. 27, 28 of the Law of Ukraine "On Self-Government").</p> <p>Projects aimed at implementation of the Recovery Plan:</p> <ul style="list-style-type: none"> - elaboration of unique state information and communication system for the collection, accumulation, accounting, processing, storage and protection of information (documents) about damaged and destroyed urban property, spatial coordinates of objects, persons whose property is damaged or destroyed, damage and losses caused by the damage of such property, and other information, using a cartographic basis and information products of remote sensing of the Earth, in particular space photography (responsible bodies – including local governments). - elaboration and filling of the Unified register of objects of the state and municipal property on single methodological bases in the order established by the Cabinet of Ministers of Ukraine (responsible bodies – including local governments); 	<p>Key challenge:</p> <ul style="list-style-type: none"> - proper determination of the amount of damages and the availability of all evidence for their proper compensation.

	- consultations and discussions on the relevant amendment to the Law of Ukraine “On Self-Government”.	
3. Recovery and Development of Infrastructure	<p>The engagement of LRAs in implementation of the draft program on economic and recovery development is determined by their competence in the field of economic development, planning, transport, constructing and budgeting and finance (art. art. 27, 28, 30, 31 of the Law of Ukraine “On Self-Government”).</p> <p>Projects aimed at implementation of the Recovery Plan:</p> <p><i>air transport:</i></p> <ul style="list-style-type: none"> - Reconstruction/ construction of aviation infrastructure facilities (to be implemented in 2023–2032) (responsible bodies – including local governments) <p><i>marine and inland water transport sector</i></p> <ul style="list-style-type: none"> - Improvement of the legislation to simplify lease, concession and privatisation mechanisms (responsible bodies – including local governments) <p><i>tourism and resort sector</i></p> <ul style="list-style-type: none"> - Restoration of tourist locations and objects of regional and local level; creation of mechanisms to provide sustainable financial support to the tourism sector (including local tourism funds, investment hubs etc.); creation of local tourism development programs and tourism trust funds at the local level, where the tourist tax will be redirected; launch of local organizations for management and marketing as a form of public-private partnership on the principle of co-financing; development of competitive tourist products (infrastructure + content + communication) in cooperation with the State, local government and the business. 	<p>Key challenges:</p> <ul style="list-style-type: none"> - permanent destruction of objects of railway, aviation and air navigation, sea and inland water, postal, tourist, road infrastructure, the need for their restoration;
4. Economic Recovery and Development	<p>The engagement of LRAs in implementation of the draft program on economic and recovery development is determined by their competence in the field of social and economic development, planning, budgeting, and finance (art. 27 and art. 28 of the Law of Ukraine “On Self-Government”, Law of Ukraine “On Industrial Parks” etc.)).</p> <p>The proposed projects are (among others):</p> <ul style="list-style-type: none"> - the Priority program of regional development for territories released from occupation and the territory where it was held combat operations; - development of networks of industrial parks, aiming to stimulate rapid recovery 	<p>Key challenges:</p> <ul style="list-style-type: none"> - complete or partial shutdown or bankruptcy of commercial companies; - high unemployment rate, massive outflow of workforce abroad; - changes in the workforce balance by region;

	enterprises that will carry out relocation from the occupied and threatened areas; - development of cross-interaction (twinning) between clusters, communities, and regions (inside Ukraine and with allied countries) via a cross-platform etc.	- the destruction of supply chains; - decrease in the activity of banks and freezing of investment projects etc.
5. Return of Citizens Temporarily Displaced, in Particular Abroad, and Their Integration into the Socio-Economic Life	The engagement of LRAs in implementation of the draft program on return policy is determined by their competence in the field of social protection due to the art. 34 of the Law of Ukraine “On Local Self-Government”. One of the main tasks within this policy is to ensure coherence in the formation and implementation of the Integration Policy through intersectoral cooperation between Central government and local governments (2022-2032). Necessary legal support: - consultations and discussions on amendments to the Resolution of the Cabinet of Ministers of Ukraine "Some issues of the Ministry of Reintegration of the Temporarily Occupied Territories" (the purpose is to define and ensure institutional capacity for the formation of a new integration policy (responsible bodies – including local governments)); - consultations and discussions on amendments to the Law of Ukraine "On Local Self-Government" to ensure the implementation of an integrated integration policy (the purpose of the draft act is to ensure the functioning of the system of Integration Commissioners).	Key challenges: - a sharp change in the population structure in the communities affected by the war, namely a significant increase in the number of internally displaced people, and the emergence of a new society group who - for security reasons - seeks for temporary protection in other countries.
6. Financial System Functioning, Reform and Development	The engagement of LRAs in implementation of the draft program on functioning of financial system, reform and development is determined by their competence in the field of budget and finance as per art. 38 of the Law of Ukraine “On Local Self-Government”. Implementation of budget and debt policy will help restore fiscal and debt sustainability, ensure budget transparency and predictability of the budget system, increase the efficiency of budget expenditures and strengthen the financial capacity of local communities to ensure complete and timely financing of state commitments at national and local levels. The draft program describes key problems and determines the ways of their solution. For instance:	Key challenges: - significant decreasing of the economic activity of business entities caused by war; - relocation of business within and outside the Ukraine; - no clear division of powers between executive authorities and local self-government bodies.

	<p>- problem 1 [5.1]: the existence of an imbalance in revenues of personal income tax (PIT) between local budgets. Goal – to change PIT`s allocation mechanism according to the European rules based on information on where the taxpayers reside and vote;</p> <p>- problem 2 [8.1]: the need to strengthen the managerial functions of the local self-government bodies; improvement of local taxes administration; strengthening the financial capability and development of local authorities. Goal – to grant additional powers to local self-government bodies in the part of local taxes and duties administration. It requires the development of a draft law of Ukraine “On Amendments to the Tax Code of Ukraine and the Law of Ukraine “On Local Self-Government” granting additional powers to local governments in the administration of local taxes and duties.</p> <p>This is in the line with the Strategy for reforming the public financial management system for 2022-2025 (Order of the Cabinet of Ministers dated December 29, 2021, № 1805-r) (under implementation) aiming at:</p> <ul style="list-style-type: none"> - increasing the own financial resources of local governments; - carrying out the analysis of possible ways of change of approaches of personal income tax payment charged on employees’ remuneration; - establishing the exchange of information between local governments and tax authorities. 	
<p>7. Development of the military-industrial complex</p>	<p>The engagement of LRAs in implementation of the draft program on development of the military-industrial complex is determined by their competence as per art. 36 of the Law of Ukraine “On Local Self-Government”.</p> <p>The draft program determines goal No 7: “to identify the defense force’s need for armaments and the ability and the appropriateness of MIC enterprises to meet this need” and task 2 “Placement of enterprise on the territory of Ukraine taking into account the proximity to the borders with the aggressor, dispersion, vitality, duplication of production capacities, network coverage, availability of qualified personnel, infrastructure, coordination of the above-mentioned issues with the local authorities”.</p>	<p>Key challenges: almost complete cessation of export supplies of finished products, component parts, units, military-purpose and double-purpose equipment; outflow of human capital resulting from forced external and internal migration of the population, changes in region-based workforce balance and its inconsistency with the location of the production capacities;</p>

8. Modernization and Development of Security and Defense	Not promulgated.	
9. Energy Security	<p>The engagement of LRAs in implementation of the draft Energy Security Program is determined by their competence due to the Law of Ukraine “On Energy Efficiency” (art. 4(10), 6, 12, 16), Law of Ukraine “On Electricity Market” (art. 10), Law of Ukraine “On Heat Supply” (art. 13), Law of Ukraine “On the Introduction of New Investment Opportunities, Guaranteeing the Rights and Legitimate Interests of Business Entities for Large-scale Energy Modernization” (arts 3-1, 6).</p> <p>The draft Energy Security Program determines 5 key tasks.</p> <p>Task 1: Ensuring the energy security of communities.</p> <p>For this task it is proposed to develop a legal framework for ensuring the energy security of communities aimed at diversification of heat supply sources (gas, biofuel, heat pumps, waste heat, highly efficient cogeneration) and creation of a system of emergency connection to networks of mobile heat supply sources (alternative fuel, heat pumps, etc.) (with participation of local authorities).</p> <p>Task 2: Increasing the energy independence of territorial communities and preventing energy poverty; development of local businesses and creation of new jobs.</p> <p>For this task it is proposed to develop the legal framework and mechanisms for stimulating the creation of energy cooperatives and aggregators (virtual stations) of energy production from renewable sources (with participation of local authorities).</p> <p>Task 3: Increasing Ukraine's energy independence.</p> <p>For this task it is proposed to develop a legal framework for promoting the development of production capacities for the manufacture of Ukrainian-made equipment that uses renewable sources, energy storage systems, and balancing capacities (local authorities are engaged under their consent, optionally).</p> <p>Task 4: Ensuring the efficiency of the use of land resources, production of carbon-neutral electric and thermal energy. Creation of conditions for carrying out modernization measures and providing utility companies with green energy of their own production.</p>	<p>Key challenge:</p> <p>- massive and devastating impact on Ukraine’s energy sector caused by the war.</p>

	<p>For this task it is proposed to develop mechanisms for stimulating the construction of SPPs at water supply facilities and the construction of energy-efficient treatment facilities, the use of sludge residues as energy raw materials (with participation of local authorities).</p> <p>Task 5: Attracting investments and increasing the country's GDP.</p> <p>For this task it is proposed to develop a legal framework for promoting the development of production capacities for the manufacture of Ukrainian-made equipment that uses renewable sources, energy storage systems, and balancing capacities (local authorities are engaged under their consent, optionally).</p> <p>Task 6: Implementation, for internally displaced persons, of construction of energy-efficient housing, as well as at the sites of military operations, restoration of housing to the level (NZEB) and active buildings; increasing the energy independence of territorial communities and helping to prevent energy poverty; the construction of energy independent buildings will reduce CO2 emissions, the overall supply of primary energy and the consumption of energy resources.</p> <p>For this purpose, it is proposed to develop a regulatory framework for encouraging the construction of buildings with near-zero energy consumption (NZEB) and active buildings, ensuring verification and control (with participation of local authorities).</p>	
<p>10. Public Administration</p>	<p>“Local Self-Government Bodies Reform” is one of the areas covered with the Chapter “Public Administration” of the Recovery Plan. It sets up 4 goals that should be achieved. The implementation of all these goals involves LRAs (authority in charge: Ministry for Communities and Territories Development of Ukraine).</p> <p>Goal 1: To review the administrative and territorial division given the current challenges faced by local self-government and executive bodies under conditions of martial law:</p> <ul style="list-style-type: none"> - consultations regarding the assessment criteria for functioning capacity of local self-government; - regional discussions about projects on updated territorial communities’ settings; - final discussions on the updated configuration of the districts of Ukraine before submitting the draft act to the Parliament of Ukraine. <p>Goal 2: Ensuring the division of powers of the local self-government bodies at all levels of administrative and territorial organization, as well as between the local self-</p>	<p>Key challenges:</p> <ol style="list-style-type: none"> 1. Insufficient capacities of some territorial communities and raions, made worse by the full-scale war. 2. Ill-defined delineation of powers of the local self-government bodies and the state and lack of adequate financial resources. 3. Insufficient level of professional expertise on the ground, low attractiveness of public service, and lack of citizens’ trust in local self-government employees.

	<p>government bodies and local executive authorities, providing sufficient funding for their implementation:</p> <ul style="list-style-type: none"> - consultations regarding the criteria (principles), guarantees, methodology, delegation (delineation) of state powers to local self-government, and the list the powers with the purpose of their enshrining in the law; - consultations regarding the Draft law “On the Delineation of Power”; - consultations on study of shortcomings of the current financial equalization system, in particular against the backdrop of crises; - final discussions on a draft law on liberalization of fiscal controls over the own revenues of local self-governments; - consultations on methodology for direct calculation of expenditures for delegated powers. <p>Goal 3: Introducing an effective and flexible system of personnel training and promotion (advanced training), creating attractive and favorable working conditions for civil servants, and boosting its prestige:</p> <ul style="list-style-type: none"> - discussions on the professional development model for public servants, a form and mechanism on quantity and quality profile of public servants with constant monitoring of changes, an operating concept for a Single Portal for Vacant Positions in the Public Service and a road map for its implementation; - consultations on effective and flexible system of professional training that meets the demands of civil servants and promptly responds to the development needs of territorial communities; - consultations on a strategy on improvement of interaction with and fostering of trust to public servants. <p>Goal 4: Improving the local elections system (grounds for non-holding due to inadequate security and grounds for calling early local elections):</p> <ul style="list-style-type: none"> - consultations on a concept of gradual improvement of electoral legislation in the field of local elections and final discussions on a draft law on the criteria and procedure for impossibility to hold local elections in particular territories because of hostilities or military threats; - consultations on the feasibility of holding local elections in the territories in which hostilities were conducted and final discussions on the draft law; 	<p>4. Shortcomings of the electoral process at the local level in a time of perpetual crisis.</p>
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	<ul style="list-style-type: none"> - consultations on the usage of the election system taking account of profiles of the updated territorial communities and final discussions on a draft law “On Improvement of the Local Election System” (beforehand the scheduled local elections); - consultations on situation with internally displaced population within the state and the mechanism for determining the affiliation of a person to a particular territorial community for the purposes of their engagement in the local affairs management; final discussions on a draft law. 	
11. Construction, Urban Planning, Modernization of Cities and Regions	<p>This chapter determines 4 key directions of recovery and development, that cover the participation of LRAs.</p> <p>Direction 1: reconstruction and sustainable development of the regions. Direction 2: regulation in construction (restoration of infrastructure and housing) Direction 3: housing, energy, efficiency, civil protection; Direction 4: infrastructure of life support systems.</p> <p>The engagement of LRAs in implementation of this program is determined mainly by their competence in the fields of socio-economic development, planning, budget, and construction (art. 27, art. 28 and art. 31 of the Law of Ukraine “On Local Self-Government”, the Law of Ukraine “On Regulation of Urban Planning Activities”).</p> <p>The implementation of the goals of these directions is based on new and current programs, that are determined under the State Strategy of Regional Development till 2027) and presupposes participation of LRAs in:</p> <ul style="list-style-type: none"> - creation of a system of multi-level governance and specialized institutions for the development of territories that corresponds to the challenges of wartime and post-war recovery and development; ensuring the formation of policies and the adoption of management decisions based on data (to develop a financing mechanism for the restoration of regions and communities; regular research on topical issues of regional development at the state, regional and local levels, in particular taking into account the functional types of territories); - support of employment of the population, considering the differentiated needs of women and men, young people, including from vulnerable categories, and 	<p>Key challenges:</p> <ul style="list-style-type: none"> - destruction of critical and social infrastructure, enterprises, housing and public facilities; - the burden of increasing influx of internally displaced persons; - significant reduction in production and suspension of investment activities in a significant number of regions; - unpreparedness of institutions to function in crisis situations; - insufficient coordination of central, local government and local self-government bodies etc.

	<p>diversification of the local economy of rural areas (under the frames of the regional development program "New Ukrainian Village");</p> <ul style="list-style-type: none"> - improvement the quality of life in rural areas (development of human capital): to develop the entire network of providing socially important (educational, medical, cultural, social, sports, administrative, etc.) services to the rural population, considering gender-oriented and inclusive approaches; encouraging of young families and specialists to move to rural areas (under the frames of the regional development program "New Ukrainian Village"); - provision of high-quality mobile services for the population of remote areas, taking into account gender-oriented and inclusive approaches in: health care (implementation of mobile dispensary, laboratory research, development of sanitary aviation, etc.); social services (ensuring the mobility of social workers, establishing regular delivery of necessary products, medicines and other goods to remote sparsely populated settlements); educational services (development of programs and creation of distance learning platforms, including for adults; introduction of mobile educational laboratories); development of mobile services in the field of culture (organization of mobile theaters, concert groups, youth festivals, etc.) (under the frames of the regional development program "Development of border areas in adverse conditions"); - participation in training program for energy management specialists in local government on the development and implementation of local energy plans; - development and implementation of bankable plans for priority investments and technical and economic justifications for pilot projects regarding the sustainable energy development of communities and regions (1 feasibility study of a pilot project on a competitive basis in each local government (1469 territorial communities, 24 regions and AR Crimea); - development and implementation of the nationwide information and educational campaign to raise citizens' awareness of sustainable energy development of communities and regions; - repair of damaged or destroyed district heating facilities; installation of individual heating substations in multi-apartment buildings connected to the district heating system; thermal modernization of residential and public buildings; replacing gas 	
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	<p>boilers with heat pumps in individual heating systems in insulated residential buildings;</p> <ul style="list-style-type: none"> - construction of nearly zero-energy buildings (NZEB), including by rebuilding of destroyed buildings to meet NZEB requirements; construction of zero-emission buildings; - implementation of energy management and energy monitoring systems in territorial communities (including communal enterprises); implementation of the training program for energy management specialists in local government on the development and implementation of local energy plans and a program to support the development of local energy plans for each territorial community as well as a program to support the development of regional energy plans for each oblast and Crimean Autonomous Republic; - implementation of the program for the development of bankable plans for priority investments and technical and economic justifications for pilot projects regarding the sustainable energy development of communities and regions; - restoration of functioning of water supply and sewage systems (restore damaged and destroyed systems of centralized water supply and sewage); construction of new water supply networks; hydraulic optimization of drinking water supply systems in populated areas; replacement of inefficient pumping equipment; - construction of new sewage networks; organization of systems for collection, transportation and treatment of individual wastewater; construction of new wastewater treatment facilities; - construction of wastewater treatment facilities; restoration of household waste management means and facilities etc. 	
<p>12. New Agrarian Policy</p>	<p>The New agrarian policy is focused on the economic transformation of the agribusiness sector and the development of the agricultural infrastructure.</p> <p>The engagement of LRAs in implementation of this program is determined mainly by their competence in the field of land relations, environment protection and finance (art. 28 and art. 33 of the Law of Ukraine “On Local Self-Government”).</p> <p>Mapping of Ukraine and implementation of the National Geospatial Data Infrastructure is one of the proposed projects. The implementation of the NGDI, including land</p>	<p>Key challenges:</p> <ul style="list-style-type: none"> - transformation and full provision of the environment for sustainable economic activity of all entities engaged in the agribusiness sector; - rapid recovery, creating new

	<p>monitoring, will ensure the effective adoption of managerial decisions by public authorities and local self-governments, meeting the public needs in all types of geographical information.</p>	<p>economic chains and supporting competitive processing industry;</p> <ul style="list-style-type: none"> - restoration of safe physical and environmental condition of the lands; - limited access to funding for all entities engaged in the agribusiness sector etc.
13. Digitalization	<p>The engagement of LRAs in implementation of this program is determined mainly by their competence in the field of construction (art. 31 of the Law of Ukraine “On Local Self-Government”), that provides the organization of the development of the infrastructure of construction of objects, transport of communal property for the placement of technical means of electronic communications in order to meet the needs of the population in electronic communication services.</p>	<p>Key challenges:</p> <ul style="list-style-type: none"> - restoration of destroyed digital infrastructure; - ensuring the stable functioning of the digital economy / IT industry; - access to quality, affordable and convenient public services, digital solutions and electronic identification etc.
14. Veterans' Rights Protection	<p>The engagement of LRAs in implementation of this program is determined mainly by their competence in the field of social protection (art. 34 of the Law of Ukraine “On Local Self-Government”).</p> <p>Two main goals are determined in the frames of this program:</p> <p>Goal 1: Providing a system of social support for veterans, which will not only alleviate their combat injuries and financial losses, but also help them to be implemented in the socio-economic life of the state after the end of the military service.</p> <p>Goal 2: Providing the state with opportunities for veterans to realize their professional potential without barriers for their own development and the economic development of the state.</p> <p>The achievement of these goals presupposes participation of LRAs in:</p> <ul style="list-style-type: none"> - development of state veteran’s policy and relevant legislation (through consultations and discussions); 	<p>Key challenges:</p> <ul style="list-style-type: none"> - a rapid increase in the number of veterans and families of fallen defenders who need social support and payments; - lack of financial resources to meet all identified needs of veterans, their families and family members of fallen defenders; - lack of effective tools for the transition from military to civilian life etc.

	<ul style="list-style-type: none"> - development of a "needs map" of veterans and family members of the deceased, that reflects the results comprehensive review of the system of social support for veterans, family members of the deceased , including those related to or affecting the employment opportunities of veterans, as well as the potential of veterans to meet the needs of the economy of the regions identified for the report in the context of their post-war recovery; development of recommendations for local self-government bodies on approaches to identifying the needs of veterans and cooperation with the veteran community; - establishment of a system of veteran development centers on the basis of educational institutions to provide high-quality informational and consulting services on socio-psychological, legal and professional assistance to war veterans and their family members, aimed at professional training, retraining or advanced training, the final result of which is employment or realization own business projects; - development and implementation of regional veteran's politics networks of modern service business offices for veterans; - implementation of a system of intersectoral interaction of state bodies, local self-government bodies, with the involvement of non-state initiatives to promote the employment of veterans, support of veteran business initiatives, considering the unique combat experience of veterans or experience of military service. 	
15. Education and Science	<p>The engagement of LRAs in implementation of this program is determined mainly by their competence in the field of education (art. 32 of the Law of Ukraine “On Local Self-Government”).</p> <p>The program covers early childhood and preschool education, secondary education, vocational education and training, out-of-school education, higher education, adult education, and science and innovations. It determines strategic steps to improve the quality of education and synchronization with the educational area of the European Union.</p> <p>The achievement of this goal presupposes engagement of LRAs in:</p> <ul style="list-style-type: none"> - strengthening the advisory and resource-serving function of local education authorities in cooperation with early childhood and preschool settings; 	<p>Key challenges:</p> <ul style="list-style-type: none"> - ruined/damaged infrastructure of the educational institutions; - imperfect security infrastructure of the existing educational institutions (infrastructure challenges); - human victims among employees of educational institutions, scientific institutions; drain (migration abroad, movement within the country) of teaching and scientific personnel, shortage of

	<ul style="list-style-type: none"> - development of network of the general secondary educational institutions (GSEI), that are optimized and meet current demographic needs of the country; - comprehensive audit of the state of digital infrastructure provision of institutions and institutions of education and science and normative determination of the scope of covering the needs of educational institutions from local budgets and provision of equipment and access to the Internet for institutions of the education system (sources of local budget); - analysis of demographic forecasts and current needs of local communities in the context of the GSEI network; development of a network optimization plan - criteria, timeline, tools, communication strategy; - implementation of the initial stage of the introduction of updated educational content in accordance with the needs of war and post-war times in terms of military training (including work with representatives of local self-government bodies, communities); - revising and updating the system of monitoring and evaluating the effectiveness of the implementation of “New Ukrainian School” at the local level; - increasing the capacity of representatives of local self-government bodies regarding new approaches in out-of-school education; - creating a working group to coordinate out-of-school education and developing recommendations for local self-government bodies; - organizing trainings for representatives of local self-government bodies (responsible for out-of-school education) considering the latest approaches and tools in out-of-school educational institutions; trainings for representatives of local self-government bodies on the introduction of approaches to the budget of participation; - reconstruction and recovery of vocational education technical (VET) institutions: reconstruction and recovery of damaged (destroyed) infrastructure of VET institutions; construction of centers of professional excellence; creation of educational and practical centers on the basis of VET institutions (regional level of self-government bodies); - development of the Adult Education Development Strategy (includes collecting of proposals from the local authorities regarding their vision of the Lifelong Education Development Strategy in Ukraine); 	<p>qualified teaching staff (staffing challenges);</p> <ul style="list-style-type: none"> - outdated curricula; insufficient conformity of the competencies of graduates of educational institutions to the requirements of the modern labour market (content challenges); - limited funding of the education system at all levels and inefficient use of budget funds (funding challenges).
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	<ul style="list-style-type: none"> - implementation of the number of educational projects (local budget), for instance, “Safe Education” Program for Civil and Fire Safety in Early Childhood and Preschool Settings; “Mobile Schools” – creation of a network of mobile schools with a view to ensuring access to secondary education for children in the cities where educational institutions have been destroyed (also relevant with a high number of IDPs and a lack of secondary schools); “Alignment Schools”, targeted school transformation program with the lowest performance indicators; “Transformation of libraries” – modernization of school libraries and other premises vacated as a result of optimization, and creation of open spaces (hubs) there for independent learning etc. 	
16. Youth and Sports	<p>The engagement of LRAs in implementation of this program is determined mainly by their competence in the field of youth policy and sports (art. 32 of the Law of Ukraine “On Local Self-Government”).</p> <p>The strategic goals of the program are:</p> <p>Goal 1: Participation of young people, women and men (different categories) in public life to hasten the victory day, rebuild Ukraine and ensure the European integration (including through the activities of the Ukrainian Youth Foundation, All-Ukrainian Youth Centre, civil society institutions, youth centers and spaces, youth councils and volunteering).</p> <p>Goal 2: The formation of a physically active and healthy nation is a priority of the state's humanitarian policy.</p> <p>Goal 3: Recovery and development of reserve sports and high-achievement sports, including the priority of Olympic sports.</p> <p>Goal 4: Restoration and development of sports infrastructure.</p> <p>Goal 5: Increase in the level of Ukrainian national and civic identity up to 85%.</p> <p>The achievement of this goals presupposes participation of LRAs, mainly:</p> <ul style="list-style-type: none"> - to advocate for the support of youth work entities from local budgets for socio-economic development of young people in communities; - to conduct trainings of representatives of local authorities on the importance of youth policy implementation and youth work in communities, the role of civil society institutions in this process; 	<p>Key challenges:</p> <ul style="list-style-type: none"> - lack of safe environment for living, working and realising the potential of young people in Ukraine; - necessity to ensure the mental stability and reducing the level of anxiety among young people; - reconstructing destroyed or damaged youth and sports infrastructure; - different level of financial and logistical support of the sports sphere in different regions and communities.

	<ul style="list-style-type: none"> - to provide further support to civil society institutions engaged in work with young and advocate for the cooperation between local authorities and civil society institutions for the efficient implementation of youth policies and effective youth work, including through the support of civil society institutions engaged in work with young people from local budgets; - to promote the support of youth work entities from local budgets for socio-economic development of young people in communities; - ensuring coordination of actions of all interested parties subjects, bodies of executive power, local self-government and territorial communities on issues popularization and development of physical culture; - arrangement of safe pedestrian and bicycle paths routes; - implementation of national projects: Social project "Active parks - locations of healthy Ukraine", aimed at promotion and organisation of health physical activity of all categories of citizens, including people with disabilities, and foresees creation of conditions to organise and conduct events within the project, develop new forms of involvement of all categories of citizens, including people with disabilities, into health physical activities in places of mass recreation; the program of the President of Ukraine "25 sports magnets", the goal of which is to create a magnet sports facility in each region of the country, which will provide an opportunity not only in each region to host high-ranking sports competitions, NTCs of national teams of Ukraine, but also to involve the population in mass sports; Project "Launch of club funding system for mass sports", aimed to provide a favorable environment for investment, additional opportunities for small communities unable to maintain communal institutions; National Project of Involvement of Youth in the Restoration of Ukraine, that covers the restoration of social and civil infrastructure objects that suffered as a result of the war in Ukraine, by involving them in the activities of volunteer groups at youth centers and spaces; "Community for Youth" initiative for comprehensive support of local youth policy etc. 	
17. Culture and Information Policy	<p>The engagement of LRAs in implementation of this program is determined mainly by their competence in the fields of cultural development and cultural policy (arts 27 and 32 of the Law of Ukraine "On Local Self-Government").</p>	<p>The main challenges:</p> <ul style="list-style-type: none"> - rapid change of regional population concentration in Ukraine due to internal migration and

	<p>This program covers culture sphere, creative industries, book publishing and libraries, ethnic affairs and religion, information policy and security, cultural heritage, national memory and digital transformations in culture.</p> <p>The achievement of the goals of this sphere presupposes engagement of LRAs in:</p> <ul style="list-style-type: none"> - development and implementation of the updated management system in the cultural sphere at the local level; - updating the system of financing culture in the post-war period and supporting the activities of cultural and educational institutions in the war period - proper organization of the work and cooperation with the institutions, including the transportation of students/recipients of cultural services; - establishment of National network of centers of contemporary culture; - development of a network of Cultural Services Centers; - prioritizing of creative industries as a source of the development of economy, communities, and cities; - providing effective and high-quality library services, including optimization of the network of public libraries; restoration of libraries damaged by the war; implementation of pilot projects "Ideal library"; organization of non-stationary forms of library services in regions (settlements) where the State social norms of providing the population with public libraries are not fulfilled ("Mobile libraries"); - restoration of objects of spiritual significance and cultural heritage of ethnic and religious communities of Ukraine; - implementation of the State national cultural target program "Unity in Diversity" (for national minorities); - implementation of the Comprehensive program for the restoration of cultural heritage etc. 	<p>outflow of Ukrainian citizens abroad, which led to imbalance of supply and demand for cultural products and cultural and educational services;</p> <ul style="list-style-type: none"> - the need to liberalize the conditions of cultural organizations of state and communal form of ownership and provide sources of stable functioning of cultural institutions of independent sector; - shortage and instability of funding for the cultural sphere; - necessity to restore/rebuild the damaged buildings belonging to organizations in the field of culture, their material and technical support.
18. Justice	Justice is a cross-cutting matter to LRAs' engagement in implementation of the URP.	
19. Anti-Corruption Policy	Anti-corruption is a cross-cutting matter to LRAs' engagement in implementation of the URP.	

<p>20. Healthcare System</p>	<p>The engagement of LRAs in implementation of this program is determined by their competence in the field of healthcare (art. 32 of the Law of Ukraine “On Local Self-Government”).</p> <p>The main goal of the Health Recovery Plan is to restore and develop the healthcare system ensuring better quality and accessibility of services to meet the needs of citizens. The achievement of this goal presupposes participation of LRAs in:</p> <ul style="list-style-type: none"> - implementation of local programs to motivate healthcare workers to work in the regions most affected by the war; - ensuring the sustainable involvement of patient communities in the corporate management of healthcare facilities, new service planning, local program evaluation, etc.; - ensuring public access to effective medicines by establishing a strict regulatory system in Ukraine in line with those existing at the international level (state and/or local budget); - production of modular hospitals in accordance with the European standards localisation in Ukraine and joint production of modular hospitals meeting European standards in partnership with international manufacturers in order to restore the provision of healthcare services to the population as soon as possible for the period of recovery of destroyed healthcare facilities (including local budget); - development of key requirements to the technical infrastructure of healthcare providers and informatisation of healthcare facilities; development of the national healthcare informatisation infrastructure that includes proper computerisation conditions, and ensuring access to fast internet for healthcare providers (including involvement of LRAs); - ensuring the accessibility of healthcare services for people with special needs Ensuring the accessibility of electronic healthcare services for users/patients with visual, hearing musculoskeletal, speech and intellectual development impairments, as well as patients with various combinations of impairments (including involvement of LRAs); - full-fledged implementation of telemedicine and intelligent clinical decision making support systems, big data processing systems, artificial intelligence; 	<p>Key challenges:</p> <ul style="list-style-type: none"> - critical strain on the national healthcare system; - increase of demand for various types of medical care and services; - significant migration of the healthcare staff; - rebuilding of destroyed healthcare infrastructure.
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	<ul style="list-style-type: none"> - introduction of healthcare data collection mechanisms through information and communication systems, including private healthcare providers, as well as control of their quality; re-organization of the methodology of healthcare statistical analysis formulation (including involvement of LRAs) etc. 	
<p>21. Environmental Safety</p>	<p>The engagement of LRAs in implementation of this program is determined by their competence in the field of environmental protection (art. 33 of the Law of Ukraine “On Local Self-Government”).</p> <p>This chapter covers 5 directions:</p> <ol style="list-style-type: none"> 1) climate policy: mitigation and adaptation to climate change; 2) environmental safety and effective waste management; 3) sustainable use of natural resources in terms of increased demand and limited offer; 4) conservation of natural ecosystems and biological diversity, restoration and development of protected area system; 5) effective public administration in the field of environmental protection and use of natural resources. <p>The achievement of the goals of this sphere presupposes engagement of LRAs in:</p> <ul style="list-style-type: none"> - inclusion of adaptation to climate change into the integrated recovery programs / strategies / projects at regional and local level and their implementation; - implementation of measures on land reclamation, conservation and protection on pilot territories including those affected after Russian military aggression (the merged project) (including local funding); - protection and rehabilitation of small rivers in Ukraine, ensuring compliance with legal regimes of their shoreline protective belt zones and water protection zones (the merged project) (including local funding); - development, formulation of approaches on implementation and commitment of the integrated water resources management in accordance with the basin principle, as well as the marine environment protection policy, with taking into consideration the need to eliminate the effects of military actions (the merged project) (including local funding); - renaturalization of natural ecosystems on protected areas that were damaged by hostilities, to the baseline, with the involvement of local communities etc. 	<p>Key challenges:</p> <ul style="list-style-type: none"> - high carbon intensity of the economy, the low adaptive capacity of social, economic, and natural systems to climate change, lack of an effective system of green financing; - high environmental risks caused by industrial pollution and alarming state of chemical, nuclear and radiation safety; - depletion and deterioration of natural resources due to their unsustainable use and inefficient management, which is exacerbated by the consequences of climate change and the destructive impact of Russian aggression; - reduction and degradation of natural ecosystems, critical losses of biodiversity, the insufficient share of protected areas to balance the landscape structure.

<p>22. Social Protection</p>	<p>The engagement of LRAs in implementation of this program is determined mainly by their competence in the field of social protection (art. 34 of the Law of Ukraine “On Local Self-Government”).</p> <p>The strategic objective of this policy is to develop and implement a new model for social policy in Ukraine, which corresponds to the principles and standards of the social policy of the EU, improves the quality of human life, resists demographic changes, strengthens the level of social protection, contributes to the reduction of poverty, strengthens social unity, helps to overcome discrimination in all its forms and corresponds to the financial capabilities of the state.</p> <p>It covers the following directions:</p> <ol style="list-style-type: none"> 1) social support for the poor and people in difficult life circumstances; 2) pension and social insurance; 3) financial policy in the social sphere. <p>The achievement of the goals of this sphere presupposes involvement of LRAs, mainly in:</p> <ul style="list-style-type: none"> - development of the social services system, and the development of an integrated model for their provision, including development of local programs containing tasks for the social services; - analysis and evaluation of the effectiveness of the provision of introduced social services and payments and development of Social Code of Ukraine (participation of LRA in consultations and discussions); - implementation of training programs on personnel management for subjects of social service provision, local self-government bodies, which are adapted to the special requirements for skills and competencies of persons who provide specific social services for certain categories of the population etc. 	<p>Key challenges:</p> <ul style="list-style-type: none"> - no interconnection between the systems of social payments and services and the consolidation of efforts of different levels of government and local self-government bodies to create an integrated model of social support.
<p>23. Protection of Children's Rights and Return of Children</p>	<p>The engagement of LRAs in implementation of this program is determined mainly by their competence in the field of social protection (art. 34 of the Law of Ukraine “On Local Self-Government”).</p> <p>The strategic goal of this policy is to preserve and return to safe Ukraine all children – the future of Ukraine.</p>	<p>Challenges:</p> <ul style="list-style-type: none"> - complete loss of access or limited access of children to basic rights to food, water, health care, education and material support in the

<p>Temporarily Displaced Abroad</p>	<p>The objectives of this policy focusing on LRAs are:</p> <ul style="list-style-type: none"> - to ensure capacity of all local communities to allocate and register/ account for children, and use the information from the databases to make decisions on ensuring and protecting the children's rights; - to ensure functioning of an orderly and balanced system of authorities and local self-government bodies at all levels for ensuring and protecting the rights of the child, taking into account best interests of the child. <p>The achievement of the goals of this sphere presupposes involvement of LRAs, mainly in:</p> <ul style="list-style-type: none"> - allocation and registration of children from the most vulnerable categories who need state assistance during the war time; achieving the level of provision of territorial communities with sufficient material, technical and human resources; development and implementation of mechanisms for cross- sectoral cooperation of all subjects of identification, registration of children and exchange of information; - ensuring a clear vertical of management and coordination, defined functions and powers in the system of protection of children's rights; ensuring high personnel capacity of bodies and services for children in accordance with the norms of their staffing, with the necessary knowledge and skills to perform their duties; establishment of clear procedures for the protection of children's rights and supervision of their observance; - identifying, taking measures to ensure and protect the rights of every child in need of protection; ensuring the realization of the child's rights to adoption; placement of children in family forms of education and forms of education with conditions close to family is carried out considering their needs and in accordance with the Guidelines for Alternative Care; - providing every child and family in the local community with access to universal services; ensuring the ability of service providers to meet the needs of each child with services of appropriate quality through adequate human resources and professional competencies; - ensuring the capacity of local communities to provide services to children and families with children through: training of local government officials on planning, provision, monitoring and evaluation of service quality; the procedure for determining the needs of children and their families in services, planning development and ensuring the provision 	<p>background failure of local authorities to ensure the timely evacuation of children to safe places and to ensure the protection of their rights;</p> <ul style="list-style-type: none"> - an increase in the number of children who have lost their parents, suffered health damage and need protection and support, treatment, rehabilitation, placement in a new family, with a simultaneous decrease in the ability of local bodies of executive power/local self-government to respond in a timely manner: to identify and to register affected children.
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	<p>of these services in accordance with the needs; an effective mechanism for monitoring and evaluation and control over the provision of services in accordance with their content, quality and effectiveness; inclusion of service development plans for children and families with children in the strategic and program documents of territorial communities;</p> <ul style="list-style-type: none"> - implementation of the Project "Money Follows the Child" - a social protection initiative to provide enhanced state support for local government efforts to rebalance their social protection long-term care programs to provide more services in the community and fewer services in institutional settings; - implementation of the Project "Staffing for Children Services", focusing on understaffing at State Children Services with properly trained personnel; promotes good name of the services as employers, aimed to establish good practices of personnel training, motivation, development, retention; - implementation of the project "Universal services in communities are available to every family", focusing on children, families with children, population of communities, stateless persons. 	
<p>24. Human Rights</p>	<p>The engagement of LRAs in implementation of this program is determined mainly by their competence in the field of social protection and human rights protection (art. 34 and art. 38 of the Law of Ukraine “On Local Self-Government”).</p> <p>The program covers 5 directions:</p> <ol style="list-style-type: none"> 1) protection of the rights of victims of the armed aggression against Ukraine; 2) protection of rights of internally displaced persons and residents of temporarily occupied territories; 3) strengthening the institutional capacity of the Ukrainian Parliament Commissioner for Human Rights; 4) ensuring equal rights and opportunities for women and men, preventing and countering discrimination. Protection of rights of national minorities and indigenous peoples; 5) protection of fundamental freedoms and human rights awareness raising. <p>The implementation of these directions presupposes involvement of LRAs, mainly in:</p>	<p>Key challenges:</p> <ul style="list-style-type: none"> - mass infringement of fundamental human rights; - increase in the number of IDPs; - difficulties with recording human rights violations in the temporarily occupied territory of Ukraine etc.

	<ul style="list-style-type: none">- determining of an optimal mechanism for IDP need assessment which can be introduced, inter alia, at the local level in host communities;- ensuring that the state policy on guaranteeing and protecting IDP rights is based on the systematic analysis of IDP needs; introducing the system of positions of commissioners for integration of internally displaced persons at local self-government bodies (LSGBs);- ensuring the efficient system of inclusive access to information in compliance with European standards (ensuring that information be provided by local self-government bodies in alternative forms (Braille, big font, in formats readable by screen readers and etc.);- consultations and discussions on the draft Resolution of the Cabinet of Ministers of Ukraine “On the procedure for party interaction in exercising the rights of victims of aggression against Ukraine” etc.	
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Annex 2. Examples of city-to-city cooperation

Examples of bilateral city-to-city cooperation

City in Europe	City in Ukraine	Project(s)	Type
Pleven (Bulgaria)	Mykolaiv	The municipality has primarily provided humanitarian aid and material assistance, including medicines, sleeping bags, and chargers. See more on https://mkrada.gov.ua/news/16388.html .	Humanitarian aid
Krnov (Czechia)	Nadvirna	At the beginning of March 2022, the city council allocated Kč 3 million from the municipal budget to support Ukraine. The town hall has also organised a donation fund for its sister city of Nadvirna and refugee support. In addition, it has delivered humanitarian aid, including, among others, adult and children's clothing, shoes, detergents, personal hygiene products, and military ammunition. See more on https://krnov.cz/vismo/dokumenty2.asp?id_org=7455&id=40538&n=pomoc%2Dukrajine%2Dzatim%2Dstala%2Dmilion%2Dkorun .	Humanitarian aid Refugee support
Beziers (France)	Chortkiv	The two towns signed a twinning agreement in mid-March 2022, and Beziers immediately proceeded with providing its new peer financial resources and humanitarian aid, including two cargos containing medical and food supplies. It has also welcomed refugees from Chortkiv. See more on https://decentralization.gov.ua/en/news/14674 .	Humanitarian aid Refugee support
Brive (France)	Melitopol	The twinning between the two cities (signed in 1967) has been revived, and Brive provided humanitarian aid of four semi-trailers containing clothes, first aid equipment and toys.	Humanitarian aid

		<p>See more on https://france3-regions.francetvinfo.fr/nouvelle-aquitaine/correze/brive/guerre-en-ukraine-brive-reactive-ses-liens-avec-la-ville-de-melitopol-et-son-maire-enleve-par-les-russes-2520244.html.</p>	
Marseille (France)	Odesa	<p>The municipality has provided its sister city, among others, five ambulances, medical supplies, a fire engine and five tonnes of essential goods and equipment for firefighters.</p> <p>See more on https://madeinmarseille.net/107778-joconde-marseille-version-numerique-aout-2022/.</p>	Humanitarian aid
Gudensberg (Germany)	Shchyrets	<p>The municipality has been actively supporting its sister city by assisting refugees and providing humanitarian aid, including medical equipment and medicines, airbeds and warm blankets, gas masks, boots, backpacks, power banks and emergency generators.</p> <p>See more on https://www.deutschland.de/en/topic/politics/germany-war-in-ukraine-city-partnership-support.</p>	Humanitarian aid
Munich (Germany)	Kyiv	<p>The municipality has been involved in providing humanitarian aid. By March 2022, it sent fourteen railway transport containers with medicines, medical equipment, baby food and diapers, canned food and water, sleeping bags, insulating mats and warm clothing. In addition, it provided twelve ambulances and flak jackets for the defence units.</p> <p>Furthermore, Munich has donated over EUR 3 million (EUR 2.4 million through the city’s donation account “Solidarity with Ukraine” and EUR 1 million from the city budget) for projects in Kyiv and refugees supporting initiatives in Munich.</p> <p>See more on https://stadt.muenchen.de/infos/ukraine.html.</p>	Humanitarian aid

Pullach (Germany)	Baryschivka Beresan	<p>The municipality of Pullach has been providing humanitarian aid to its sister cities but has also been active in know-how sharing. In particular, it supported the restoration of drinking water supplies, including solar energy-supplied piping systems.</p> <p>Pullach has also agreed to sponsor the restoration of a solar thermal system installed on the roof of a nursing home. It also provided oxygen tanks and financially supported their distribution at the local hospital. In May, an ambulance was delivered to Baryschivka, and another one is planned for September.</p> <p>See more on https://pv-pullach.de/de_DE/.</p>	Humanitarian aid Know-how sharing
Regensburg (Germany)	Odesa	<p>The city has been assisting its peer in Ukraine with humanitarian and financial aid: by July 2022, it has sent numerous trucks with medicines, food, toys, etc.</p> <p>See more on https://www.regensburg.de/regensburg-507/kurz-knapp/unterstuetzung-fuer-odessa.</p>	Humanitarian aid
Viersen (Germany)	Kaniv	<p>Through the ‘Friends with Kaniv’ foundation, the municipality has supported its sister city in numerous ways, including humanitarian aid, financial and kind donations and support for medical facilities, including medicines and first-aid supplies.</p> <p>See more on https://freundevonkanew.de/aktuelles/.</p>	Humanitarian aid
Genova (Italy)	Odesa Kharkiv	<p>The municipality of Genova has provided its sister cities, Odesa and Kharkiv, with 20 trucks with humanitarian aid. Moreover, it has donated two ambulances with medicines and relevant medical equipment to Odesa and provided shelter to refugees from sister cities.</p> <p>See more on https://www.ansa.it/liguria/notizie/2022/07/29/partito-da-genova-ventesimo-tir-di-aiuti-diretto-a-karkhiv_4da74ed7-7130-4bff-a70e-6d6f850d4e97.html.</p>	Humanitarian aid Refugee support

Trieste (Italy)	Mykolaiv	<p>By the end of June 2022, Trieste donated 55 tons of supplies, including food products, medicines, food for animals, etc.</p> <p>See more on https://www.comune.trieste.it/it/comunicati-stampa-14829/trieste-abbraccia-mykolaiv-operazione-tom-continua-limpegno-del-comune-per-portare-ulteriori-aiuti-umanitari-allucraina-120216.</p>	Humanitarian aid
Klaipeda (Lithuania)	Odesa	<p>On March 10, 2022, Klaipeda City Council allocated EUR 150 000 from its budget to humanitarian aid for its sister city (the money was transferred to the account of the Ukrainian Red Cross of the Odesa region). Furthermore, several trucks have been sent to Odesa containing electricity generators, medical equipment, food products, etc. Klaipeda has also donated ambulances and buses for passenger transportation.</p> <p>See more on https://kauno.diena.lt/naujienos/klaipeda/miesto-pulsas/klaipedos-i-ukrainos-miesta-odesa-iskeliavo-humanitarine-pagalba-1072872.</p>	Humanitarian aid Financial support
Šiauliai (Lithuania)	Dolyna	<p>The municipality organised a 10-day summer camp for 36 children near Lake Elongatis in the Švenčionys district and by the sea in Melnragė.</p> <p>See more on https://www.ccre.org/en/actualites/view/4337.</p>	Humanitarian aid
Taurage (Lithuania)	Ternopil	<p>The municipality has donated a 12-tons humanitarian delivery and two modern ambulances.</p> <p>See more on https://ternopilcity.gov.ua/news/58129.html.</p>	Humanitarian aid

Giżycko (Poland)	Dubno	<p>By April 2022, the municipality provided its partner city with 22 tons of humanitarian aid. Furthermore, together with its two sister cities, Giżycko donated a fire truck.</p> <p>See more on https://gizycko.pl/22-tony-darow-prosto-do-dubna/ and https://gizycko.pl/40-ton-pomocy-prosto-z-querfurtu/.</p>	Humanitarian aid
Gliwice (Poland)	Lviv	<p>In response to its sister city’s call, the municipality has donated a bus for transporting IDPs.</p> <p>See more on https://gliwice.eu/aktualnosci/miasto/autobus-z-gliwic-jest-w-drodze-na-granice.</p>	Humanitarian aid
Kielce (Poland)	Vinnytsia	<p>The municipality has provided Vinnytsia with around PLN 300 000 and organised thirteen shipments containing humanitarian aid. In addition, over the summer, the city hosted organised groups from its sister city, delivered two city buses and plans to purchase several drones for Vinnytsia’s territorial defence units.</p> <p>See more on https://www.kielce.eu/pl/aktualnosci/integracja-i-chwile-wytnienia-goscie-z-winnicy-przebywaja-w-kielcach.html</p>	Humanitarian aid Refugee support
Konin (Poland)	Chernivtsi	<p>By May 2022, the municipality organised two deliveries with humanitarian and material aid: the first included mainly food supplies and hygienic articles; the second contained medicines, food, warm clothes, washing machines, dryers, aggregates, radiotelephones, sleeping bags (for an approximate value of EUR 50 000)¹³⁹.</p> <p>See more on https://www.lm.pl/aktualnosci/konin-czerniowce-kolejny-tir-z-darami-dla-partnerskiego-miasta.</p>	Humanitarian aid

¹³⁹ The second transport in May 2022 was prepared in cooperation with Konin’s sister cities Wakefield (United Kingdom), Herne (Germany), Henin-Beaumont (France), Valasske Mezirici (Czech Republic), and Santa Susanna (Spain).

Płock (Poland)	Zhytomyr	<p>The municipality of Płock has been active in offering humanitarian support: in March, it sent several cargos containing medical supplies (bandages, plasters, syringes, first aid kits etc.), plastic canisters for storing drinking water, disposable tableware for soldiers, food with a long shelf life, sleeping bags, sleeping mats, thermal underwear, warm socks, thermal blankets, among others. Płock has also welcomed refugees from its sister city, particularly women and children.</p> <p>See more on https://nowy.plock.eu/mieszkaniec/kolejny-autokar-z-pomoca-humanitarna-dotarl-do-zytomierza/.</p>	<p>Humanitarian aid</p> <p>Refugee support</p>
Przemyśl (Poland)	Mostyska Truskavets Kamianets -Podilskyi Lviv	<p>The Mayor of Przemyśl has launched fundraising to support Przemyśl's sister cities in Ukraine – nearly EUR 190 000 have been collected so far. Funds will be allocated to provide medicines, food, power generators, and special cars to transport people with disabilities.</p> <p>See more on https://przemysl.pl/64179/prezydent-miasta-przemysla-wojciech-bakun-zebral-ponad-pol-miliona-zlotych-na-pomoc-miastom-partnerskim-z-ukrainy.html.</p>	Humanitarian aid
Seini (Romania)	Kalush	<p>Almost sixteen tons of humanitarian aid, including personal hygiene items, clothes and shoes, food products, medicines, etc., have been delivered from Seini to support Kalush's inhabitants, IDPs and defence forces.</p> <p>See more on https://galychyna.if.ua/2022/04/09/kalush-otrimav-gumanitarnu-dopomogu-z-rumuniyi-2/.</p>	Humanitarian aid
Suceava (Romania)	Chernivtsi	<p>By May 2022, Suceava provided its sister city with over 20 tons of essential products, including long shelf-life food products.</p> <p>See more on https://www.monitorulsv.ro/Ultima-ora-local/2022-05-11/Primaria-Suceava-va-continua-sa-trimita-ajutoare-in-Ucraina-dar-numai-din-donatii.</p>	Humanitarian aid

<p>Ciechanów (Poland) Częstochowa (Poland) Lublin (Poland) Prague (Czechia) Rzeszów (Poland) Silistra (Bulgaria) Šiauliai (Lithuania)</p>	<p>Khmelnyskyi</p>	<p>All seven twin cities have provided humanitarian support to their Ukrainian peer.</p> <p>For example, in March 2022, the authorities of Silistra handed over the medical aid, food and money donated by its inhabitants and business community to the authorities of Khmelnytskyi.</p> <p>See more on https://silistra-news.com/2022/03/14/хуманитарна-помощ-от-силистра-за-жите/.</p> <p>Likewise, in April 2022, the city council of Šiauliai allocated EUR 100 000 for humanitarian aid. It delivered several trucks to Khmelnytskyi containing water and food supplies, medical supplies, fire extinguishing equipment and mattresses. It also donated a city bus and organised summer camps for 130 child refugees currently hosted in Šiauliai.</p> <p>See more on https://www.siauliai.lt/lt/news/view/draugisko-ukrainos-miesto-vadovas-padekojo-uz-gauta-parama.</p>	<p>Humanitarian aid</p> <p>Refugee support</p>
<p>Tirana (Albania)</p>	<p>Kharkiv</p>	<p>The municipality has pledged a reconstruction of a school or a kindergarten of Kharkiv's choice.</p> <p>See more on https://www.city.kharkov.ua/uk/news/albanske-misto-dopomozhe-rekonstruyuvati-odnu-z-kharkivskikh-shkil-51400.html.</p>	<p>Reconstruction</p>
<p>Borna (Germany)</p>	<p>Irpin</p>	<p>Borna has committed to reconstructing High School no. 3.</p> <p>See more on https://visnyk-irpin.com.ua/en/nimechchyna-dopomozhe-vidbuduvaty-irpinskyj-liczejj-%E2%84%963/.</p>	<p>Reconstruction</p>

Hamburg (Germany)	Kyiv	<p>In April 2022, Hamburg and Kyiv launched the “Pact for Solidarity and the Future”, intending to “help each other in situations of crisis and in particular to provide humanitarian and technical support to overcome a crisis and to work together in the development of their cities, especially in the fields of climate protection, digitalisation, mobility, modern administration and business development”.</p> <p>As the first concrete project, in May Hamburg fire brigade donated 1580 breathing masks, 1400 regulators, 800 carrying plates for breathing apparatus and 26 compressed air bottles to its Kyiv counterpart.</p> <p>See more on https://kyiv.hamburg.de/kyiv/pakt-fuer-solidaritaet-und-zukunft-english-11958 and https://kyiv.hamburg.de/kyiv/hilfe-kommt-an-feuerwehr-liefert-ausruestung-436784.</p>	Reconstruction
Freiburg (Germany)	Lviv	<p>So far, the municipality has donated EUR 5 million to various projects and has pledged further support for a few concrete projects, including:</p> <ul style="list-style-type: none"> a. supporting the operation of three container villages for refugees in Lviv (financial and know-how support); b. supporting the “Unbroken Centre” project aiming at creating a rehabilitation centre for war victims (financial and know-how sharing in the medical area); c. expanding cooperation between the Freiburg University Hospital and the Lviv Emergency Hospital; d. supporting the “Arts Academy” in Lviv. <p>See more on https://www.archytele.com/freiburg-wants-to-expand-support-for-ukrainian-sister-city-lviv/.</p>	Reconstruction Know-how sharing
Vilnius (Lithuania)	Borodyanka	<p>Vilnius has committed to assisting its sister city in the reconstruction process. The first concrete step consisted in providing 6 tons of window glass.</p> <p>See more on https://vilnius.lt/en/2022/05/24/the-first-batch-of-glazed-units-from-vilnius-has-reached-ukraine/.</p>	Reconstruction

Gdańsk (Poland)	Borodianka	<p>The municipality has committed to providing financial, material and know-how support for reconstructing critical water infrastructure.</p> <p>See more on https://ukraina.gdanskpomaga.pl/gdansk-pomaga-ukrainskim-wodociagom/</p>	<p>Reconstruction</p> <p>Know-how sharing</p>
Warsaw (Poland)	<p>Kharkiv</p> <p>Khortytsia</p> <p>Chernivtsi</p> <p>Chernihiv</p> <p>Dnipro</p> <p>Kyiv</p> <p>Lviv</p> <p>Lutsk</p> <p>Sumy</p> <p>Zaporizhzhia</p>	<p>The municipality established a “Reconstruction of Ukraine House” aimed at providing bilateral assistance across five key areas:</p> <p>a) a platform for the exchange of information between Polish and Ukrainian cities;</p> <p>b) collection of materials to protect monuments;</p> <p>c) support from Warsaw city in including Ukrainian cities on the UNESCO list;</p> <p>d) a fund for the reconstruction of Ukraine;</p> <p>e) work on a plan to rebuild Ukrainian heritage with experts in various fields.</p> <p>See more on https://metropolie.pl/artykul/warszawa-uruchomila-dom-odbudowy-ukrainy.</p>	<p>Reconstruction</p>
Cascais (Portugal)	Irpin Bucha	<p>The municipality Council agreed to donate EUR 500 000 to each city to reconstruct schools, daycare centres and other teaching units.</p> <p>See more on https://www.cascais.pt/noticia/cascais-aprova-reforco-de-apoio-social-e-humanitario-sem-fronteiras.</p>	<p>Reconstruction</p>
Malaga (Spain)	Zhytomyr	<p>Malaga has pledged to help its sister city in the reconstruction process.</p> <p>See more on https://www.malagahoy.es/malaga/Malaga-colaboracion-reconstruir-Ucrania-Zhytomyr_0_1682233093.html.</p>	<p>Reconstruction</p>

Valencia (Spain)	Odesa	<p>The municipality has donated EUR 1.5 million for humanitarian aid and refugee-supporting initiatives in Valencia. It has also committed to providing financial and know-how support in rebuilding the Odesa port.</p> <p>See more on https://www.valencia.es/es/-/rib%C3%B3-con-el-alcalde-de-odessa.</p>	<p>Reconstruction</p> <p>Humanitarian aid</p>
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Other cooperation projects/resources (selected examples):

- In the first two months of the war, Lviv received the largest amount of humanitarian aid (over 3400 tons). Still, it was also directed to smaller municipalities (e.g. Drohobych received 475 tons in 70 days). The biggest supplier by May 2022 was Poland (approx. 70 per cent of all humanitarian aid provided), followed by Germany, Latvia, and Lithuania. Help has been delivered directly from city to city, but also through cities (mainly in Poland) located close to the border that served as transport/distribution hubs¹⁴⁰;
- Odesa, for example, has relations with 74 cities worldwide, of which over thirty have provided some kind of support since February 24, 2022 (including cities from Japan, India, Kenya, and Moldova)¹⁴¹.

1. New partnership agreements (some examples):

- 50 Ukrainian cities have launched over 20 new partnership agreements, but this number has been increasing substantially¹⁴²;
- Currently, there are 88 town-twinning agreements between German and Ukrainian cities, while 41 German municipalities have expressed interest in finding a Ukrainian partner. The partnerships concern humanitarian emergencies but also future rebuilding cooperation in urban planning and development, energy efficiency, waste management, and so on¹⁴³.

An interactive map of partnerships:

<https://www.bmz.de/de/aktuelles/aktuelle-meldungen/karte-der-partnerschaften-116562>

¹⁴⁰ #TransparentCities, ‘Twin cities helping Ukraine: who and how supports our cities’, 2022 <<https://transparentcities.in.ua/en/articles/dopomoha-mist-pobratymiv--ukraini-khto-i-yak-pidtrymuie-nashi-mista>> [accessed 18 August 2022].

¹⁴¹ Personal interview with the representatives of Odesa municipality.

¹⁴² #TransparentCities.

¹⁴³ Federal Ministry for Economic Cooperation and Development, ‘Schulze: Städtepartnerschaften sind wertvolle Hilfe für eine demokratische und europäische Ukraine’, 6 July 2022 <<https://www.bmz.de/de/aktuelles/aktuelle-meldungen/schulze-staedtepartnerschaften-wertvolle-hilfe-fuer-ukraine-116564>> [accessed 20 August 2022].

- a. “Twinning solidarity with Ukraine”: an initiative by the Ukrainian consulate in the Valencia region seeking to link Spanish cities from the region with no previous ties in Ukraine and those located in Western Ukraine. So far four municipalities have adhered (Almussafes, Paiporta, Bétera y Riba-roja de Túria)¹⁴⁴;
- b. First ever twinning between Luxembourgish and Ukrainian towns: Esch-sur-Alzette and Stryi launched on March 4, 2022 and to be concluded in October 2022¹⁴⁵. Humanitarian aid and reconstruction plans are on the agenda;
- c. Madrid-Kyiv partnership launched on June 29, 2022: technical cooperation, sustainability, infrastructure, culture and tourism, among others¹⁴⁶;
- d. Kent-Lutsk partnership agreement signed on June 2, 2022¹⁴⁷;
- e. Hamburg-Kyiv signed a “Pact for Solidarity and Future” on April 25, 2022: “The pact and the humanitarian aid are to be implemented with the support of the Hamburg Chamber of Commerce and in cooperation with the #WeAreAllUkrainians initiative and the Hanseatic Help association. In the second phase of the partnership, the mayors want to strengthen economic, cultural and social ties to promote the reconstruction of Kyiv and the further positive development of both cities”¹⁴⁸;
- f. Rzeszów (Poland)-Chernihiv signed a partnership agreement on June 20, 2022 with the primary aim to contribute to Chernihiv’s rebuilding¹⁴⁹;

¹⁴⁴ Consulado Honorario de Ucrania en la Comunidad Valenciana, ‘RIBA-ROJA DE TURIA SE ADHIERE A LA CAMPAÑA “HERMANAMIENTO SOLIDARIO CON UCRANIA”’, 2022 <<https://consulado.ukrvalencia.es/2022/06/21/riba-roja-de-turia-hermanamiento-solidario/>> [accessed 20 August 2022].

¹⁴⁵ LE SYNDICAT DES VILLES & COMMUNES LUXEMBOURGEOISES, ‘SOUTIEN À L’UKRAINE’, 2022 <<https://www.syvicol.lu/fr/soutien-a-l-ukraine>> [accessed 15 August 2022].

¹⁴⁶ europapress/madrid, ‘Madrid y Kiev sellan un acuerdo de hermanamiento para emprender “acciones conjuntas” que “beneficiarán a ambas ciudades”’, 2022 <<https://www.europapress.es/madrid/noticia-madrid-kiev-sellan-acuerdo-hermanamiento-emprender-acciones-conjuntas-beneficiaran-ambas-ciudades-20220629143929.html>> [accessed 18 August 2022].

¹⁴⁷ ilovekent.net, ‘Kent signs memo of agreement to signify Lutsk, Ukraine as new sister city’, 2022 <<https://www.ilovekent.net/2022/06/04/kent-signs-memo-of-agreement-to-signify-lutsk-ukraine-as-new-sister-city/>> [accessed 18 August 2022].

¹⁴⁸ Hamburg City Council, ‘Hamburg und Kyiv schließen „Pakt für Solidarität und Zukunft“’, 2022 <<https://www.hafen-hamburg.de/de/presse/news/hamburg-und-kyiv-schliessen-pakt-fuer-solidaritaet-und-zukunft/>> [accessed 15 August 2022].

¹⁴⁹ Rzeszów City Council, ‘Czernihów został piątym miastem partnerskim Rzeszowa na Ukrainie’, 2022 <<https://rzeszow.naszemiasto.pl/czernihow-zostal-piatym-miastem-partnerskim-rzeszowa-na/ar/c3-8874691>> [accessed 15 August 2022].

- g. Tarnów (Poland)-Vinnytsia signed a memorandum of understanding to launch partnership in the areas including education, cultural exchanges, business and tourism¹⁵⁰;
- h. Three new partnerships with Oslo, Lyon and Marseille were signed by the Mayor of Kyiv on August 19, 2022¹⁵¹;
- i. The city of Cannes, which has become an obligatory passage for thousands of Ukrainian refugees transiting to the west, has begun the process of twinning with Lviv¹⁵²;
- j. Chernivtsi signed partnerships with three new German sister cities by August 2022 (Dusseldorf, Mannheim, Metz)¹⁵³;
- k. Lublin-Kharkiv partnership agreement was signed on April 28, 2022¹⁵⁴;
- l. Zhytomyr signed two new partnership agreements with Gdynia (Poland) and Pardubice (Czechia) on May 31, 2022¹⁵⁵;
- m. Chortkiv signed a partnership with Beziers (France) in March 2022, and Talsi (Latvia) in May 2022¹⁵⁶.

¹⁵⁰ Tarnów City Council, ‘Miasta partnerskie /Winnica (Ukraina)’, 2022 <<https://tarnow.pl/Miasto/Wspolpraca-miedzynarodowa/Miasta-partnerskie/Winnica-Ukraina>> [accessed 15 August 2022].

¹⁵¹ Kyiv City Council, ‘ВІТАЛІЙ КЛИЧКО З МЕРАМИ 8 ЄВРОПЕЙСЬКИХ МІСТ ВІДКРИВ АРТ-ОБ’ЄКТ НА АРСЕНАЛЬНІЙ. ТАКОЖ КИЇВ ПІДПИСАВ УГОДИ ПРО ПОБРАТИМСТВО ЩЕ З ТРЬОМА ЄВРОПЕЙСЬКИМИ МІСТАМИ (‘VITALIY KLICHKO OPENED AN ART FACILITY IN ARSENAL WITH THE MAYORS OF 8 EUROPEAN CITIES. KYIV ALSO SIGNED AGREEMENTS ON TWINNING WITH THREE MORE EUROPEAN CITIES’)', 2022 <<https://kmr.gov.ua/uk/content/vitaliy-klychko-z-meramy-8-yevropeyskyh-mist-vidkryv-art-obyekt-na-arsenalniy-takozh-kyiv>> [accessed 15 August 2022].

¹⁵² lumieresdelaville.net, ‘AMITIÉ, SOLIDARITÉ : L’UKRAINE ET LA FRANCE JUMELÉE’, 2022 <<https://lumieresdelaville.net/amitie-solidarite-lukraine-et-la-france-jumelee/>> [accessed 15 August 2022].

¹⁵³ zn.ua, ‘Замість Москви – Чернівці: у Дюссельдорфі змінять таблички з назвою міста-побратима (‘Instead of Moscow - Chernivtsi: in Dusseldorf, the signs with the name of the twin city will be changed’)', 2022 <<https://zn.ua/ukr/WORLD/zamist-moskvi-chernivtsi-u-djusseldorf-i-zminjat-tablichki-z-nazvoju-mista-pobratima.html>> [accessed 22 August 2022].

¹⁵⁴ Lublin City Council, ‘Charkow miastem partnerskim Lublina’, 2022 <<https://lublin.eu/lublin/aktualnosci/charkow-miastem-partnerskim-lublina,9407,66,1.html>> [accessed 16 August 2022].

¹⁵⁵ Zhytomyr City Council, ‘Житомир має двох нових побратимів – Гдиню та Пардубіце (‘Zhytomyr has two new sister cities - Gdynia and Pardubice’_’, 2022 <https://www.zhitomir.info/news_207900.html> [accessed 28 August 2022].

¹⁵⁶ decentralization.gov.ua, ‘Chortkiv and Latvian Talsi will become twin cities’, 2022 <<https://decentralization.gov.ua/en/news/14989>> [accessed 28 August 2022]; decentralization.gov.ua, ‘The French town of Beziers and the Ukrainian town of Chortkiv have become twin towns and there have already been the first outcomes’, 2022 <<https://decentralization.gov.ua/en/news/14989>> [accessed 28 August 2022].

2. Multicity initiatives in Europe:

- a. Trilateral cooperation between Płock (Poland) and Malaga (Spain) to provide aid to Zhytomyr (Ukraine), which is a sister city of Płock¹⁵⁷;
- b. Paderborn (Germany) provides support to its sister city Przemyśl (Poland) in its activities supporting refugees: it delivered two buses to help with transport from the Ukrainian border as well as contributing to the purchase of a power generator for the hospital in Przemyśl's sister city in Ukraine, Mostyska¹⁵⁸;
- c. Kraków (Poland) serves as a transport/distribution hub: medicines supplies from the German cities of Nuremberg and Leipzig and well as Orleans (France); power generators from the Norwegian cities of Trondheim and Bergen as well as Estonia; humanitarian aid from Oslo and Bærum (Norway) 159;
- d. Lublin (Poland) transported more than 40 pallets, mainly with food products, for EUR 47 500 from the city of Münster, to the towns of central and eastern Ukraine – Kremenchuk, Sumy and Kharkiv¹⁶⁰;
- e. Zabrze (Poland) transported humanitarian aid (food, clothing, medicines, hygiene products and a wheelchair) donated by its sister city of Rovereto (Italy) destined to Zabrze's sister city in Ukraine, Rivne¹⁶¹. Zabrze has also been active in involving other of its partners, e.g. Essen (Germany), in providing support to Rivne¹⁶²;

¹⁵⁷ thefirstnews.com, 'Polish, Ukrainian and Spanish cities to cooperate for Ukraine', 2022 <<https://www.thefirstnews.com/article/polish-ukrainian-and-spanish-cities-to-cooperate-for-ukraine-30263>> [accessed 24 August 2022].

¹⁵⁸ Przemyśl City Council, 'Wizyta przyjaciół z Paderborn', 2022 <<https://przemysl.pl/64673/wizyta-przyjaciol-z-paderborn.html>> [accessed 18 August 2022].

¹⁵⁹ Krakow open city, 'Kraków's partner cities help Ukraine', 2022 <https://www.krakow.pl/krakow_open_city/see_also/257929,339,komunikat,krakow_s_partner_cities_help_ukraine.html> [accessed 17 August 2022].

¹⁶⁰ Lublin City Council, 'Transport humanitarny z Muenster', 2022 <<https://lublin.eu/lublin/wspolpraca-miedzynarodowa/biezace-wydarzenia-miedzynarodowe/transport-humanitarny-z-muenster,1929,1198,1.html>> [accessed 16 August 2022].

¹⁶¹ Zabrze City Council, 'Transport pomocy humanitarnej z Włoch dotrze do Równego/Транспорт гуманітарної допомоги з Італії досягне Рівних', 2022 <<https://miastozabrze.pl/2022/04/11/transport-pomocy-humanitarnej-z-wloch-dotrze-do-rownego/>> [accessed 16 August 2022].

¹⁶² Zabrze City Council, 'Zabrze i Essen wspólnie dla Równego/ Забже і Ессен разом на рівні', 2022 <<https://miastozabrze.pl/2022/03/03/zabrze-i-essen-wspolnie-dla-rownego/>> [accessed 16 August 2022].

f. Husi (Romania) serves as a redistribution/transport hub for humanitarian aid, for example, food and medicines, specifically requested by the administration of Mykolaiv arriving from Trieste (Italy)¹⁶³.

3. Intra-city cooperation initiatives in Ukraine

a. The “Neighbours” (“Сусіди”) project was launched by the Office of the President of Ukraine to coordinate the redistribution of food kits prepared by the central authorities between various regions of the country¹⁶⁴;

b. Vinnitsya’s involvement in the redistribution of medical equipment and humanitarian aid to the neighbouring oblasts¹⁶⁵;

c. Odesa-based humanitarian aid redistribution hub is involved in redistributing humanitarian aid received from international donors to neighbouring municipalities as well as hosting IDPs. Furthermore, Odesa takes part in the “Neighbours” (“Сусіди”) project: for example, it delivered a total of 146 289 food kits to Mykolaiv¹⁶⁶.

4. Refugees and know-how sharing

a. An overview of EU cities’ support for Ukrainian refugees¹⁶⁷;

b. Refugees in Lublin (Poland): over 1.2 million citizens of Ukraine stopped in Lublin while passing through, and about 138,000 residents of Ukraine spent at least one night in Lublin¹⁶⁸;

¹⁶³ Comune di Trieste, ‘Arrivato all’ “Help Ucraina Center” della cittadina di Husi il primo convoglio umanitario organizzato dal Comune di Trieste’, 2022 <<https://www.comune.trieste.it/it/arrivato-all-help-ucraina-center-della-cittadina-di-husi-il-primo-convoglio-umanitario-organizzato-dal-comune-di-trieste-96974>> [accessed 20 August 2022].

¹⁶⁴ uatv.ua, ‘Проект “Сусіди”: Симоненко розповіла, як області України допомагають один одному, щоб не допустити голоду (“Neighbors” project: Symonenko told how the regions of Ukraine help each other to prevent hunger)’, 2022 <<https://uatv.ua/uk/proekt-susidy-symonenko-rozpovila-yak-oblasti-ukrayiny-dopomagayut-odnomu-shhob-ne-dopustyty-golodu/>> [accessed 12 August 2022].

¹⁶⁵ Vinnytsia City Council, ‘Медичні заклади Вінниччини отримали гуманітарну допомогу – багатофункціональні ліжка та медичні апарати (‘Medical facilities in Vinnytsia have received humanitarian aid - multifunctional beds and medical devices’), 2022 <<https://vinrada.gov.ua/medichni-zakladi-vinnichchini-otrimali-gumanitarnu-dopomogu-%E2%80%93-bagatofunkcionalni-lizhka-ta-medichni-aparati.htm>> [accessed 1 September 2022].

¹⁶⁶ ‘Coordination humanitarian headquarters at Odesa OVA’ <<https://gumshtab.org/>>.

¹⁶⁷ Iselin Mulvik and Hanna Siarova, *Cities and the Ukrainian refugees* (Research for REGI Committee, European Parliament, June 2022) <[https://www.europarl.europa.eu/RegData/etudes/BRIE/2022/699654/IPOL_BRI\(2022\)699654_EN.pdf](https://www.europarl.europa.eu/RegData/etudes/BRIE/2022/699654/IPOL_BRI(2022)699654_EN.pdf)> [accessed 10 August 2022].

¹⁶⁸ Lublin City Council, ‘90 dni wsparcia dla Ukrainy i jej obywateli’, 2022 <<https://lublin.eu/lublin/aktualnosci/90-dni-wsparcia-dla-ukrainy-i-jej-obywateli,9414,66,1.html>> [accessed 12 August 2022].

c. Know-how sharing: Experts in construction, hydraulic engineering, melioration and water supply from Gdańsk University and Polytechnic (Poland) will help with post-war reconstruction/modernisation of infrastructure in Ukraine¹⁶⁹.

4. Country to city/region support

a. Finland takes care of the restoration of Chernihiv’s education sector — helps with school repairs and overcoming psychological problems in children that arose as a result of hostilities¹⁷⁰;

b. French cities, including Gap and Lyon, provided humanitarian aid to the hospital in Chernihiv¹⁷¹;

c. Denmark pledged help in reconstructing Mykolaiv. In particular, it commits to contributing to the rebuilding of schools, kindergartens, medical institutions and critical infrastructure¹⁷²;

d. Poland will provide Kharkiv with heating equipment (generators, modular boilers and pipelines) and devices for distance learning¹⁷³;

e. “Estonia is contributing EUR 1.9 million to the Zhytomyr region in Western Ukraine to rebuild public infrastructure and support women and children suffering from the war”, as well as increased its contribution to humanitarian aid by EUR 3 million¹⁷⁴;

¹⁶⁹ Politechnika Gdańska, ‘Eksperci z PG i POiIB wesprą ukraińskie miasta w odbudowie zniszczeń po wojnie’, 2022 <<https://pg.edu.pl/aktualnosci/2022-03/eksperci-z-pg-i-poiib-wespra-ukrainskie-miasta-w-odbudowie-zniszczen-po-wojnie>> [accessed 11 August 2022].

¹⁷⁰ Chernihiv City Council, ‘Фінляндія опікується відновленням сфери освіти Чернігова — допомагає з ремонтами шкіл та подоланням психологічних проблем у дітей, які виникли внаслідок бойових дій (‘Finland takes care of the restoration of education in Chernihiv — helps with school repairs and overcoming psychological problems in children that arose as a result of hostilities’)', 2022 <<https://chernigiv-rada.gov.ua/news/id-54078/>> [accessed 15 August 2022].

¹⁷¹ Chernihiv City Council, ‘Одна з чернігівських лікарень отримала гуманітарну допомогу з Франції (‘One of the Chernihiv hospitals received humanitarian aid from France’)', 2022 <<https://chernigiv-rada.gov.ua/news/id-53924/>> [accessed 15 August 2022].

¹⁷² Mykolaiv City Council, ‘Данія надасть Миколаєву необхідну техніку для відновлення (‘Denmark will provide Mykolaiv with the necessary equipment for recovery’)', 2022 <<https://mkrada.gov.ua/news/17148.html>> [accessed 22 August 2022].

¹⁷³ Kharkiv City Council, ‘Польща надасть Харкову теплообладнання та пристрої для дистанційного навчання (‘Poland will provide Kharkiv with heating equipment and devices for distance learning’)', 2022 <<https://www.city.kharkov.ua/uk/news/polscha-nadast-kharkovu-teploobladnannya-ta-pristroi-dlya-distantsiynogo-navchannya-51824.html>> [accessed 22 August 2022].

¹⁷⁴ estdev.ee, ‘ESTDEV to execute Estonia’s rebuilding projects in Ukraine’, 2022 <<https://www.estdev.ee/development-cooperation-2/estdev-to-execute-estonias-rebuilding-projects-in-ukraine/?lang=en>> [accessed 19 August 2022].

f. The UK will take patronage over the rebuilding of Kyiv and its oblast¹⁷⁵;

g. Île-de-France Region (France) provides comprehensive aid to Ukraine, including emergency aid of EUR 500 000 for supporting actors working with refugees, help for businesses affected by the war, and research grants for Ukrainian students/researchers¹⁷⁶. The region has also recently devoted EUR 1.1 million to humanitarian aid and decided to implement several additional measures¹⁷⁷;

h. Humanitarian aid delivered from individual city districts to cities in Ukraine: for example, Ochota – one of Warsaw’s districts – provided humanitarian assistance to Ivano-Frankivsk¹⁷⁸.

5. City Diplomacy

a. Many European cities have decided to “untwin” with Russian and Belarussian cities (e.g. the city of Agen (France) cut ties with Tuapse (Russia), and the town of Pantin in Seine-Saint-Denis, stopped its twinning with Moscow¹⁷⁹;

b. Austrian municipalities launched a “snowflake” campaign of writing directly to their twin cities to express protest against the war. Many other European mayors have joined the initiative¹⁸⁰;

c. Mayors have also expressed their solidarity with captured Ukrainian mayors.

6. City-to-city cooperation in previous conflicts

¹⁷⁵ Ukrinform, ‘President Zelensky: UK to take patronage over restoration of Kyiv and Kyiv Region’, 2022 <<https://www.ukrinform.net/rubric-politics/3453445-president-zelensky-uk-to-take-patronage-over-restoration-of-kyiv-and-kyiv-region.html>> [accessed 17 August 2022].

¹⁷⁶ Région Île-de-France, ‘Ukraine : la Région Île-de-France vote un plan d’action pour soutenir la population’, 2022 <<https://www.iledefrance.fr/ukraine-la-region-ile-de-france-vote-un-plan-daction-pour-soutenir-la-population>> [accessed 16 August 2022].

¹⁷⁷ Région Île-de-France, ‘Ukraine : la Région consacre plus de 1 million d’euros à de nouvelles aides d’urgence’, 2022 <<https://www.iledefrance.fr/ukraine-la-region-consacre-plus-de-1-million-deuros-de-nouvelles-aides-durgence>> [accessed 16 August 2022].

¹⁷⁸ Halytskyi Correspondent, ‘До Івано-Франківська прийшла допомога з польського міста на суму 250 тис. злотих (‘Aid in the amount of PLN 250,000 came to Ivano-Frankivsk from the Polish city’), 2022 <<https://gk-press.if.ua/do-ivano-frankivska-pryjshla-dopomoga-z-polshhi-na-sumu-250-tys-zlotyh/>> [accessed 14 August 2022].

¹⁷⁹ lumieresdelaville.net.

¹⁸⁰ Kommunal, ‘Bürgermeister schreiben russischen Bürgermeistern’, 2022 <<https://kommunal.at/buergermeister-schreiben-russischen-buergermeistern>> [accessed 18 August 2022].

a. Magdeburg-Sarajevo: “In the years following the Yugoslavian War, Magdeburg as capital of Saxony-Anhalt has taken various steps to support the reconstruction of Sarajevo. In 1996, for example, task forces and private initiatives assisted the Johanniter Unfallhilfe, a charity organisation, in its endeavours to ship nursery furniture, medical equipment from local hospitals, clothes, blankets, tents and other donations to Sarajevo. The donations were given to a Sarajevo hospital as well as various child care institutions. In 1996 and 1998, more transports of humanitarian aid for a special needs school and an orphanage were facilitated by the capital city Magdeburg”¹⁸¹.

7. Other forms of cooperation

a. Coordination Council of Partner Cities in Kharkiv¹⁸²;

b. Memorandum of Understanding on rebuilding: “Mayors from European cities travelled to Kyiv on Friday 19th August to sign a political agreement to support the sustainable rebuilding of Ukrainian cities. The accord outlines plan to match rebuilding needs in Ukraine with the capabilities of other European cities. The pact is backed by the city network, Eurocities, and signed by Ukraine’s Congress of Local and Regional Authorities on behalf of all local and regional authorities in Ukraine. It involves mayors from Florence, Athens, Helsinki, Lyon, Marseille, Oslo, Riga, Tirana and Kyiv”¹⁸³;

c. German authorities have increased their financial assistance for city-to-city projects involving German and Ukrainian cities: in the framework of the “Solidarity Partnerships” initiative, the Engagement Global organisation financed by the German Ministry of Economic Cooperation and Development offers EUR 50 000 for smaller projects for up to one year and EUR 250 000 for projects for up to three years¹⁸⁴;

d. Involving national business in the patronage over Ukrainian cities/regions¹⁸⁵;

¹⁸¹ Magdeburg City Council, ‘Twin City Sarajevo (Bosnia and Herzegovina)’ <<https://www.magdeburg.de/Home/CitizenPortal/City-Partnerships/index.php?La=1&ffsn=false&object=tx%7C37.143.2&kat=&kuo=1&text=&sub=0>> [accessed 21 August 2022].

¹⁸² Kharkiv City Council, ‘У Харкові створили координаційну раду міст-партнерів (‘A coordinating council of partner cities was created in Kharkiv’), 2022 <<https://www.city.kharkov.ua/uk/news/-51600.html>> [accessed 12 August 2022].

¹⁸³ Eurocities, ‘On Ukraine visit, mayors pledge sustainable rebuilding’, 2022 <<https://eurocities.eu/latest/on-ukraine-visit-mayors-pledge-sustainable-rebuilding/>> [accessed 21 August 2022].

¹⁸⁴ Deutsche Welle, ‘Десятки німецьких міст шукають партнерів в Україні (‘Dozens of German cities are looking for partners in Ukraine’), 2022 <<https://www.dw.com/uk/solidarnist-hromad-desiatky-nimetskykh-mist-shukaiut-partneriv-v-ukraini/a-62271469>> [accessed 21 August 2022]; ‘Engagement global’ <<https://www.engagement-global.de/homepage.html>> [accessed 29 August 2022].

¹⁸⁵ polskieradio24.pl, ‘Polskie firmy pomogą w odbudowie Ukrainy. Waldemar Buda: ruszył program dla przedsiębiorców’, 2022 <<https://polskieradio24.pl/42/273/artykul/2976497,polskie-firmy-pomoga-w-odbudowie-ukrainy-waldemar-buda-ruszyl-program-dla-przedsiębiorców>> [accessed 17 August 2022].

d. Not only European cities support Ukraine’s rebuilding: “Yokohama helps Odesa, New York and Boston - Kharkiv. Taiwan directs funds for infrastructure restoration to five Ukrainian cities - Kharkiv, Chernihiv, Mykolaiv, Zaporizhzhia and Sumy.”¹⁸⁶;

e. Madrid’s initiatives:

- “Ukraine needs you” – a month-long project to collect donations and material support for Ukrainian cities¹⁸⁷;
- “Kyiv District 22” initiative brings together all the actions of the City Council concerning the conflict in Ukraine, including eight trailers with 140 tons of essential products sent to the conflict area, assistance to 891 displaced people who have been offered accommodation, as well as psychological and legal care, etc.¹⁸⁸
- Madrid City Council has allocated EUR 2.4 million for direct subsidies to projects in Ukraine and has detailed other lines of action, such as the reception and support of Ukrainian refugees¹⁸⁹;

f. For more initiatives launched by the Polish cities, see <https://www.miasta.pl/aktualnosci/miasta-dla-ukrainy>;
https://www.krakow.pl/aktualnosci/258246,29,komunikat,krakow_pomaga_ukrainie_podsumowanie_dzialan.html?_ga=2.114320451.576031196.1653424779-2081310489.1637307878 ;

g. For more initiatives launched by the German cities, see <https://eurocities.eu/latest/german-cities-show-solidarity-and-mobilise-for-ukraine/>.

¹⁸⁶ Kyiv City Council, ‘Віталій Кличко: Асоціація міст України та Конгрес місцевих і регіональних влад Ради Європи підписали Декларацію про співпрацю у відновленні України (Vitaliy Klitschko: The Association of Cities of Ukraine and the Congress of Local and Regional Authorities of the Council of Europe signed the Declaration on Cooperation in the Reconstruction of Ukraine)’, 2022 <https://kyivcity.gov.ua/news/vitaliy_klichko_asotsiatsiya_mist_ukrani_ta_kongres_mistsevikh_i_regionalnikh_vlad_radi_yevropi_pidpisali_deklaratsiyu_pro_spivpratsyu_u_vidnovlenni_ukrani/> [accessed 20 August 2022].

¹⁸⁷ Comunidad de Madrid, ‘Díaz Ayuso presenta la campaña solidaria “Ucrania te necesita” para animar a los madrileños a seguir prestando ayuda a los ucranianos’, 16 June 2022.

¹⁸⁸ lacerca.com, ‘Madrid destina más de 2,4 millones de euros de ayuda directa para proyectos de atención sanitaria y psicosocial al pueblo ucraniano’, 2022 <<https://www.lacerca.com/noticias/madrid/madrid-ayuda-proyectos-atencion-sanitaria-psicosocial-pueblo-ucraniano-612605-1.html>> [accessed 20 August 2022].

¹⁸⁹ El Español, ‘Almeida recibe al alcalde de Kiev en Cibeles: pactan el hermanamiento de las dos ciudades’, 2022 <https://www.elespanol.com/espana/20220627/almeida-recibe-alcalde-kiev-cibeles-hermanamiento-ciudades/683432086_0.html> [accessed 17 August 2022].

Annex 3

List of interview questions for representatives of LRAs, their associations, other national, local, and international stakeholders

1. General questions on National Recovery and Reconstruction Plan focusing on LRAs

1. How would you assess the overall efficiency of the National reconstruction agenda?
2. What opportunities may be there for the communities / regions in the reconstruction agenda?
3. Do you notice/foresee any leaning tendencies of the National Plan towards center – in otherwords, is the Plan ‘localised’ and ‘regionalised’ enough?
4. Have you been able to identify any risks for the ‘Marshall Plan for Ukraine’ (for the local self-government?) or do you rather see it as a potential landmark of the future success of Ukraine? Is there a need for it?
5. Were you able to identify any challenges and obstacles of/for LRAs’ involvement in the reconstruction agenda for Ukraine – presently and potentially arising in the future? Do you believe that participation of civil society and public is/will be sufficiently assured?
6. How would you assess preparedness of hromadas to propose projects, get funding and successfully implement them locally?
7. According to you, will villages have enough knowledge, capacities and skills to obtain equal access to funds in comparison to towns/cities? (Do smaller towns have fewer possibilities in the National Reconstruction Plan than bigger cities? Why?)

2. Specific questions – questions, that refer to the engagement of the particular hromada/RLA/association in National Recovery and Reconstruction Plan

8. Was your association/hromada/oblast engaged in elaboration of the National Recovery and Reconstruction Plan? If so, to what extent?
9. Do you find your respective organisation/association/hromada/oblast's involvement into the Plan's elaboration sufficient? Is it an on-going process?
10. Does your territorial community have an action plan for the restoration and development?
11. What needs of your community / hromada / region could be identified as the most urgent/average/'can wait' that have to be assisted through the National Recovery and Reconstruction Plan? What would be main sectors in need of assistance and intervention now, in the near future and after the war?

3. Questions on EU-Ukraine city-to-city cooperation

12. Does your community (hromada) have any experience with city-to-city projects? If so, how would you assess level of their impact? If no, are you interested in the establishment and development of these cooperation?
13. Does your community/hromada establish any new twin partnerships since the beginning of large-scale war in Ukraine? What support they are going or are providing?
14. Should city-to-city cooperation focus on capacity building and exchange of know-how, rather than on infrastructure investment?



**European Committee
of the Regions**

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