

Munko, A. Yu. (2024). Formation of a conceptual framework for interaction between local self-government bodies and non-governmental organizations in Ukraine. *Actual Issues of Modern Science. European Scientific e-Journal*, 35, \_\_\_-\_\_\_. Ostrava: Tuculart Edition, European Institute for Innovation Development.

DOI: 10.47451/hum2025-01-01

The paper is published in Crossref, ICI Copernicus, BASE, Zenodo, OpenAIRE, LORY, Academic Resource Index ResearchBib, J-Gate, ISI International Scientific Indexing, ADL, JournalsPedia, Scilit, EBSCO, Mendeley, and WebArchive databases.



**Anna Yu. Munko**, Candidate of Public Administration (PhD), Associate Professor, Department of Management, Public Management and Administration, Dnipro State Agrarian and Economic University. Dnipro, Ukraine.

ORCID: 0000-0001-6651-9970, Scopus: 57224224882

### **Formation of a conceptual framework for interaction between local self-government bodies and non-governmental organizations in Ukraine**

*Abstract:* Non-governmental organizations in Ukraine, as subjects of public administration on the one hand and part of civil society on the other, play an essential role in supporting social, economic, and environmental initiatives, as well as in shaping policy and influencing management processes through mechanisms of public consultations and participation in the development of legislation. The article aims to substantiate modern forms and mechanisms of interaction between local councils and non-governmental organizations in the context of overcoming the humanitarian crisis, as well as recommendations for optimizing this cooperation to increase the social resilience of communities. To achieve this goal, methods of analysis and synthesis, comparative analysis, content analysis, modeling, case studies, and a systemic approach were used. The concept of “integration symbiosis” is proposed, forming an innovative model of cooperation between local councils and non-governmental organizations through integrating European standards, using local innovations, and the involvement of citizens in management processes. The main components of the concept – the Three Ps institutional model, the civic innovation accelerator, the digital hub, the adaptive democracy model, and the partnership trust fund – are aimed at strengthening the capacity of non-governmental organizations, transparent distribution of tasks, motivating civic participation and preventing corruption. The expected results include increasing trust among all participants, introducing innovations to solve local problems, accelerating integration with the EU, and strengthening civil society. At the same time, the emphasis on digital technologies, open platforms, and transparency mechanisms creates prospects for the sustainable development of local communities in Ukraine.

*Keywords:* public management and administration, local self-government, local councils, non-governmental organizations, martial law, post-war reconstruction of territories, integration symbiosis, project approach.

---

**Анна Юрївна Мунько**, кандидат наук з державного управління, доцент кафедри менеджменту, публічного управління та адміністрування, Дніпровський державний аграрно-економічний університет. Дніпро, Україна.

ORCID: 0000-0001-6651-9970, Scopus: 57224224882

**Формування концептуальних рамок взаємодії органів місцевого самоврядування та недержавних організацій в Україні**

*Анотація:* Недержавні організації в Україні як суб'єкти публічного управління з одного боку та частина громадянського суспільства – з іншого, відіграють важливу роль у підтримці соціальних, економічних і екологічних ініціатив, а також у формуванні політики і впливі на управлінські процеси через механізми громадських консультацій і участі у розробці законодавства. Метою статті є обґрунтування сучасних форм та механізми взаємодії місцевих рад із недержавними організаціями в контексті подолання гуманітарної кризи, а також рекомендацій щодо оптимізації цієї співпраці для підвищення соціальної стійкості громад. Для досягнення поставленої мети використано методи аналізу та синтезу, порівняльний аналіз, контент-аналіз, моделювання, кейс-стаді, системний підхід. Запропоновано концепцію «інтеграційного симбіозу», яка формує інноваційну модель співпраці місцевих рад та недержавних організацій через інтеграцію європейських стандартів, використання локальних інновацій і залучення громадян до управлінських процесів. Основні компоненти концепції – інституційна модель «Три Р», громадянський акселератор інновацій, цифровий хаб, модель адаптивної демократії та фонд партнерської довіри – спрямовані на посилення спроможності недержавних організацій, прозорий розподіл завдань, мотивацію громадянської участі та запобігання корупції. Очікувані результати включають підвищення довіри між усіма учасниками процесу, впровадження інновацій для вирішення місцевих проблем, прискорення інтеграції з ЄС і зміцнення громадянського суспільства. Водночас акцент на цифрових технологіях, відкритих платформах і механізмах прозорості створює перспективу для сталого розвитку місцевих громад в Україні.

*Ключові слова:* публічне управління та адміністрування, місцеве самоврядування, місцеві ради, неурядові організації, воєнний стан, повоєнне відновлення територій, інтеграційний симбіоз, проєктний підхід.

---

### ***Abbreviations:***

*LGB* is local self-government bodies,

*NGO* is a non-governmental organization.

## **Introduction**

Military actions accompanied by large-scale population displacements, destruction of infrastructure, and deterioration of the socio-economic situation require a prompt and coordinated response at the local level. In this context, the interaction of LGBs with NGOs becomes a key tool for ensuring stability, social support, and effective resource use.

Martial law creates additional legal and administrative barriers that affect the cooperation mechanisms between LGBs and NGOs. The relevance is reinforced by the fact that practical cooperation in such conditions can contribute to increasing the resilience of communities, strengthening social capital, and improving crisis management. In addition, international experience shows that the participation of NGOs in overcoming the consequences of crises is a crucial component of decentralized management systems. The experience of the European Union, particularly of countries that have faced large-scale crises, demonstrates that cooperation between LGBs and NGOs can provide short-term assistance and contribute to long-term recovery.

The study object is cooperation processes between public administration bodies and non-governmental organizations.

The study aims to substantiate modern forms and mechanisms of interaction between LGBs and NGOs in the context of overcoming the crisis and the consequences of a full-scale war, as well as recommendations for optimizing this cooperation to increase the social stability of communities.

The study's objectives are:

- generalize theoretical research on the issue of interaction between LGBs and NGOs;
- substantiate the organizational and legal mechanisms of interaction between LGBs and NGOs in Ukraine;
- develop recommendations for strengthening cooperation between local councils of Ukraine and non-governmental organizations through their conceptualization.

The following scientific methods were used during the study:

- analysis and synthesis to study the theoretical and regulatory framework;
- a systemic approach to consider the interaction of LGBs and NGOs as a single system in which each element performs a specific role;
- comparative analysis to study the best practices of cooperation between authorities and the public sector in EU countries;
- content analysis to analyze reports, programs, agreements, and other documents that regulate the interaction of LGBs and NGOs;
- modeling to develop a conceptual model of cooperation that considers the specifics of Ukrainian conditions and international experience;
- case studies to analyze specific examples of successful or unsuccessful interaction between LGBs and NGOs in overcoming humanitarian and social crises.

Another vital aspect is Ukraine's theoretical and regulatory framework, which regulates the interaction between LGBs and NGOs. The studies mainly focus on such areas as:

- democratization of governance and the role of NGOs in public policy (E. Afonin, Ya. Bereznyi, O. Valevskiy, N. Kravchuk, V. Rebkalo, O. Shumilo, etc.) (*Existing...*, 2016; *Shumylo & Kravchuk*, 2018);
- cooperation with international NGOs (A. Viremeychuk, I. Ivzhenko, L. Kozak, G. Komarnytska, Kryvachuk, M. Lakhyzha, E. Pozhydayev, V. Soloshenko, etc.) (*Komarnytska et al.*, 2021; *Kryvachuk*, 2010; *Lakhyzha & Shkurin*, 2024; *Pozhydayev*, 2007);
- legal support for cooperation, problems of corruption and bureaucratization (V. Manko, A. Munko, O. Sychenko, O. Khokhba, M. Yatsyna, etc.) (*Manko*, 2015; *Munko & Khokhba*, 2022; *Munko*, 2020; *Sychenko*, 2012; *Iatsyna*, 2022);
- innovative approaches and digitalization (O. Matveeva, A. Munko, M. Treshchov, etc.) (*Matveeva, & Munko*, 2023; *Treshchov*, 2023).

The authors draw attention to the insufficient implementation of innovative solutions, such as digitalization of management or eco-innovation. Despite a significant number of relevant works, researchers can talk about the lack of research on local specifics and an emphasis on financial aspects; in particular, the interaction of LGBs with NGOs is often considered in a general context without considering the specifics of territorial communities, the effectiveness of financing non-governmental organizations through local budgets, especially in conditions of limited resources, has been studied superficially. Also, existing research does not fully consider

modern challenges associated with the humanitarian crisis and military operations. In general, it can be stated that although significant achievements have been made in Ukraine in cooperation between authorities and NGOs, research on interaction at the level of LGBs, especially in the context of modern challenges, remains insufficient. A comprehensive study of these aspects will contribute to optimizing cooperation mechanisms, developing civil society, and ensuring the sustainable development of territorial communities in Ukraine.

## Results

### **Identification of NGOs as subjects of public administration in Ukraine**

Since the beginning of the full-scale invasion of the Russian Federation, LGBs have taken on the lion's share of primarily unusual functions, particularly in the security sphere, including social and humanitarian security. This requires transforming LGBs' role not only as a management tool but also as a platform for activating the participation of the non-state sector. The level of transparency, accountability, and involvement of representatives of the non-state sector in the decision-making process determines their effectiveness.

That is, we see the fundamental role of LGBs. At the same time, we understand the strengthening of NGOs' role in state building and the importance of their joint efforts to ensure Ukraine's restoration and further sustainable development.

It is worth noting that the concept of "non-governmental organization" is borrowed from foreign practice in the domestic theoretical and legal fields. These trends are due to the widespread use of this term in international regulatory acts. Referring to the origins of this concept, namely English philology, "non-governmental organization" is "an organization that helps people, protects the environment, etc., and is not under the control of the government or state structures" (*Longman...*, 2024); "organizations created and managed by citizens without any formal intervention of the state, which serves as a counterweight to the state and the market" (*Lewis, 2001, p. 2*).

In the EU, the concept of NGO was first officially encountered in the European Convention "On the Recognition of the Legal Personality of International Non-Governmental Organizations and on the Desirability of an Increase in the Number of Its Contracting Parties," adopted on April 24, 1986 (*European Convention...*, 1986) covering activities that go beyond the territory of one country.

Foreign researchers emphasize the intermediary role of NGOs, which can influence the authorities "by protecting the civil rights of certain social, professional, national and other groups of the population or associations of citizens, non-governmental organizations are primarily" (*Iatsyna, 2019*).

Already in the domestic scientific space, NGOs are interpreted as "local, national or international associations of people whose activities are performed on the initiative of citizens, and not on the sanction or instruction of the government, and are not aimed at making a profit" (*Avdeenko et al., 2005, p. 567*). Such organizations implement many different functions, ranging from global ones, such as research and educational activities, protection of human rights, and support for refugees, to specific ones, such as the fight for disarmament.

A review of the Ukrainian legal field has shown the absence of a separate definition of “non-governmental organization.” However, it is repeatedly mentioned in individual regulatory legal acts that regulate various industries and spheres. At the same time, NGOs are mentioned in those documents that specifically refer to organizations of foreign origin. For example, “institutions of different years of the Central Election Commission in the part that related to the activities of foreign observers during the elections in Ukraine” (*Iatsyna, 2019*).

Therefore, it is possible to state the application of this concept in the Ukrainian legislative sphere without defining the content of this term as such in the current legislation. This, in turn, creates additional obstacles in regulating the participation of NGOs in the public administration sphere. It also controls the organization of their interaction with authorities of various levels, which is an integral part of modern public administration and local self-government. We define NGOs as key stakeholders in forming and implementing public administration decisions in democratic governance.

NGOs in Ukraine are important elements of civil society. They act as intermediaries between citizens and the authorities and contribute to solving key social, economic, and environmental challenges.

Having analyzed the legal framework, we conclude that in Ukraine, they can operate in the following forms:

- public associations (with or without the right of a legal entity);
- charitable organizations (funds, societies, or institutions);
- other non-profit entities (trade unions, creative associations, or employers’ organizations).

Referring to European practice, the author will list the features of the legal status of NGOs in the EU countries, in particular the following:

- shall include associations or organizations established by both individuals and groups of such individuals (*Manko, 2015, p. 94*);
- may be both informal associations and organizations with legal personality;
- may be national and international in terms of composition and scope of activity;
- must have the right to free expression of their views, as well as other rights and freedoms guaranteed by international or regional agreements that may apply to such entities;
- actions or inaction of public authorities affecting non-governmental organizations shall be subject to administrative appeal and free appeal by non-governmental organizations to an independent and impartial court with appropriate jurisdiction (*Manko, 2015, p. 95*).

That is, generalizing the study of the genesis of the definition of the borrowed concept of “non-governmental organization,” the author can conclude that it is somewhat identical to the domestic term “civil organization.” This is indicated by the provisions of the Law of Ukraine “On Public Associations” (*On Public Associations, 2012*) and certain international acts.

At the same time, it is worth noting that, in particular, the content of the concept of NGO in the Council of Europe acts is already broader than the concept of “civil organization” fixed in national legislation.

These organizations can function at the national and local levels, focusing efforts on solving the problems of individual communities or influencing national policy.

NGOs' primary areas of activity in Ukraine cover a wide range of areas, including the protection of human rights, support for vulnerable population groups, educational activities, development of local communities, environmental protection, promotion of cultural development, education, and science. It is worth noting their participation in implementing reforms, particularly in decentralization, anti-corruption policy, digitalization, and modernization of social services.

NGOs have a non-commercial nature, and their functions are conventionally divided into two groups: financial and economic, as well as social and labor.

Financial and economic include:

- filling economic niches that are not effective enough for business and are inappropriate for the state;
- lobbying the interests of individual socio-economic groups;
- fulfilling the role of objects of domestic and foreign investments (*Sychenko, 2012, p. 89*).

Among the social and labor functions, the following are distinguished:

- functioning as a source of social innovations;
- ensuring employment of the population;
- representing the interests of various groups of society;
- ensuring the effectiveness of collective actions;
- creating social capital;
- influencing the formation of socio-economic policy;
- expressing social partnership;
- increasing the efficiency of the use of labor resources;
- creating a service infrastructure for the poor part of society (*Sychenko, 2012, p. 89*).

One of the crucial roles of NGOs is participation in the processes of forming state policy and legislation. According to the Law of Ukraine, "On Access to Public Information," they have the right "to participate in public consultations, submit their proposals for draft laws, and also to be involved in the work of public councils under state bodies" (*On Access to Public Information, 2011*). This mechanism allows organizations to represent the interests of citizens and influence decision-making at the level of government bodies.

Transparency and accountability are integral aspects of NGOs' work. Organizations are required to keep financial records, publish information on funding sources and expenditure areas, and submit reports to tax authorities. Transparency increases citizens' and donors' trust in NGOs and helps attract new partners and resources.

At the same time, NGOs in Ukraine face many challenges:

- many NGOs are dependent on funding from international donors, which makes their activities vulnerable to changes in politics and the economy;
- bureaucratic obstacles and insufficient support from the authorities are observed;
- there are risks of political pressure on NGOs dealing with sensitive issues, such as fighting corruption or monitoring the authorities' activities.

Despite this, NGOs in Ukraine demonstrate high efficiency in implementing socially significant projects and contributing to the development of civil society. To strengthen their role,



it is necessary to improve legislation, promote the development of partnerships between NGOs and authorities, and ensure the stability of funding through state support programs. This will allow such organizations to contribute even more actively to social progress, the protection of citizens' rights, and the sustainable development of Ukraine.

### **Organizational and legal mechanisms of interaction between LGBs and NGOs in Ukraine**

Interaction between LGBs and NGOs is a key element in ensuring democratic governance, public involvement in decision-making, and the implementation of socially significant projects. Let us describe the main mechanisms of the interaction studied.

According to Article 26 of the Law of Ukraine, "On Local Self-Government in Ukraine" (*On Local Self-Government in Ukraine, 1997*), LGBs have the right to initiate cooperation with NGOs to solve local problems through public hearings, the creation of consultative and advisory bodies, and the discussion of regional development programs.

In turn, the Law of Ukraine "On Access to Public Information" provisions oblige LGBs to ensure transparency in the decision-making process, creating the prerequisites for NGOs' active participation.

LGBs can provide financial support to NGOs for the implementation of projects that meet the priorities of local communities, the provisions of the Budget Code of Ukraine, and the decisions of local councils. This support can include the allocation of grants, the ordering of social services, and financing the participation of NGOs in project competitions.

Interaction between local councils and NGOs can be carried out through public-private partnership models. The Law of Ukraine, "On Public-Private Partnership" (*On Public-Private Partnership, 2010*), provides for the possibility of involving public organizations in the implementation of joint initiatives in the fields of education, healthcare, social protection, and ecology.

LGBs must also ensure that NGOs have access to information about their activities, including publishing reports on using budget funds, informing about public events, project competitions, and grant programs, and creating conditions for consultations with the public.

NGOs can become executors of local programs or partners in implementing socially important initiatives. This applies to education, healthcare, assistance to vulnerable groups of the population, infrastructure development, and ecology.

The Cabinet of Ministers of Ukraine regulates the activities of public councils under executive authorities (*On Ensuring Public Participation..., 2010*). Such councils can also be created under local self-government bodies to involve NGOs in consultations on important local development issues.

High-quality implementation of comprehensive interaction between LGBs and NGOs has many advantages, among which the author emphasizes the following:

- increasing the efficiency of management because the involvement of NGOs allows LGBs to receive additional ideas, resources, and expert support, which contributes to solving complex social problems;
- transparency and accountability through the participation of NGOs in the decision-making process of LGBs contributing to trust from the community;

- resource mobilization because, thanks to partnerships with NGOs, LGBs can attract additional funding, including international technical assistance, for the implementation of development projects;
- expanding citizen participation where NGOs act as intermediaries between the community and LGBs, ensuring more active inclusion of the population in management processes.

At the same time, the analysis of the mechanisms of interaction between LGBs and NGOs in Ukraine and the relevant regulatory and legal framework indicates many shortcomings and challenges, namely:

- lack of funding in local budgets, which may limit the possibilities of supporting NGOs;
- low level of trust between local governments and NGOs due to insufficient transparency or lack of dialogue (not everywhere, but in many cases);
- insufficient legal certainty as the legislation contains general provisions that do not always specify cooperation mechanisms, which complicates their practical application;
- the bureaucratic obstacles to NGOs' access to participation in programs or project competitions may be due to their excessive complexity, which reduces their effectiveness.

It is worth examining international technical assistance separately as a way of interaction between the authorities and NGOs. It is essential for supporting reforms, increasing institutional capacity, and developing key sectors of the Ukrainian economy. The provision of international technical assistance in Ukraine is performed according to international agreements concluded between Ukraine and donor countries or international organizations. Such agreements determine the volumes, areas of use, conditions, and principles of assisting.

Another notable area of interaction between LGBs and NGOs is humanitarian assistance, which is an essential tool for overcoming crises in Ukraine, particularly during armed conflicts, natural disasters, or socio-economic shocks. The mechanism for receiving humanitarian assistance in Ukraine is regulated, particularly by the Law of Ukraine “On Humanitarian Assistance” (*On Humanitarian Aid, 1999*) and relevant subordinate regulatory legal acts. Currently, national legislation creates mechanisms that minimize the risk of corruption or misuse of assistance. Reporting and control requirements contribute to increasing donor confidence in Ukraine. Exemption from taxes and customs duties encourages international organizations to cooperate with Ukrainian partners. And clear rules for the distribution of humanitarian aid ensure it reaches those who need it most.

We would also like to highlight the shortcomings of the humanitarian aid system in Ukraine:

- recognizing a shipment as humanitarian aid requires significant time and effort due to complex bureaucratic procedures, which can delay the provision of assistance in critical situations;
- despite control, especially at the local level, which may include misuse or misappropriation of aid;
- small volunteer organizations often face difficulties in procedurally processing aid due to a lack of resources or experience.

We also draw attention to ways to maximize the positive results of involving NGOs in the provision of social services based on the experience of European countries in particular:



- establishing and strengthening intersectoral cooperation between the non-governmental sector and local and national authorities so that the activities of NGOs in social services are visualized and comply with current standards;
- integrating NGOs into the system of social services should be performed based on partnership and complementarity rather than replacement and unjustified duplication;
- providing organizational and financial support to NGOs from international donors and local councils (*Lomonosova et al., 2024*).

We conclude that the interaction between LGBs and NGOs is essential for developing local communities. To improve, it is necessary to implement the following measures, which we summarized based on a previous analysis of the shortcomings of organizational and legal mechanisms of interaction:

- develop precise mechanisms for involving NGOs in the decision-making process;
- introduce transparent procedures for the distribution of funding;
- develop training programs for representatives of LGBs and NGOs on partnership work;
- promote the digitalization of communication and reporting processes.

### **Conceptualization of the interaction between LGBs and NGOs taking under the challenges of war and European integration progress**

Given the shortcomings and problems of interaction between LGBs and NGOs in Ukraine identified during the research, we believe that the fundamental step in improving such interaction should be its conceptualization. This will determine the basic framework of such interaction and allow LGBs and other authorities to better organize the processes of cooperation with NGOs.

The author proposes an original interaction concept between LGBs and NGOs in Ukraine under European integration.

The key idea of the concept is integration symbiosis.

Within the framework of the integration symbiosis concept, the author proposes a new model of interaction based on the principles of joint development through the synchronization of each subject's interests and capabilities. This model combines strategic adaptation to European standards with the introduction of local innovations for effective solutions to local problems.

The author offers to define and describe the key components of the concept.

1. Institutional constructor "Three Ps": Progression, Partition, Performance.

Progression: development and implementation of capacity-building programs for NGOs, ensuring their integration into management processes at the local level. For this, regular training modules are envisaged, focusing on European participation practices and innovative management.

It is assumed that this will work through creating an infrastructure for training, e.g., regional training centers for employees of LGBs and NGOs. Based on the centers, it is advisable to organize training on project management, fundraising, and work with digital platforms, as well as transparency and accountability practices. It is also possible to implement mentoring programs when experienced NGOs that have successfully implemented projects according to EU standards take on the role of mentors for less experienced organizations. Creating a database of

active public figures ready to join local governance is possible. This will become a kind of “human resource reserve” for NGOs to form the perspective of institutional strengthening of civil society, which is often lacking in the Ukrainian context.

**Partition:** Introduce a mechanism for the transparent distribution of competencies and tasks between LGBs and NGOs through “maps of partnership areas of responsibility,” which can be created as interactive digital tools. For example, NGOs are engaged in public monitoring of environmental projects and councils – in implementing infrastructure initiatives. Joint meetings held at regular intervals to adjust areas of responsibility depending on changes in community priorities can be effective.

**Performance:** each project or initiative is assessed according to performance indicators (social impact, citizen involvement, resource efficiency). The following indicators are included in the performance metrics: the number of citizens involved, the project cost compared to analogs, and social impact (assessed through a citizen survey). It is essential to ensure regular reporting when LGBs and NGOs publish joint reports on each project.

A new approach for LGBs in Ukraine combines the principle of partnership responsibility distribution with the use of “maps of responsibility zones.” This tool integrates digital technologies into management practices, which is lacking in many existing models.

2. Civic innovation accelerator, which involves the creation of platforms for joint idea generation between LGBs and NGOs. That is, the LGBs open “challenges” for the community (e.g., restoring buildings destroyed by Russian attacks and creating an inclusive environment for IDPs). NGOs offer innovative solutions competing for grants. As a result, the winning NGOs receive funding, and local councils have access to progressive ideas. The format of “challenges” open to citizens and NGOs is innovative for national practice as it combines a competitive basis with the direct participation of the local community. This approach is unique compared to traditional grant programs. The emphasis on technical and social innovations in the context of the local community needs to be integrated into cooperation with LGBs, which is not widespread enough in Ukraine.

3. A single digital hub that will unite LGBs, NGOs, and international partners to search for joint projects and publish information on implemented initiatives. Such a hub is worth integrating with the “Diya” portal to access community information and citizen involvement in processes. The idea of creating a single digital space that not only accumulates information but also offers training, participation, and reporting tools has not yet been fully implemented in Ukraine. Integration with “Diya” to include citizens in the governance process is a step forward from the usual electronic services already provided through this platform.

4. The adaptive democracy model stimulates citizen participation through the use of such innovative tools for Ukrainian practice as:

- local referendums on a smartphone, where the council, together with NGOs, determines the most pressing issues that are put to electronic polls;
- “neighborhood assemblies” as regular meetings of residents and NGO representatives for joint analysis of the results of council decisions;
- gamification of participation, when residents who participate in decisions receive symbolic rewards (discounts on utility services or other incentives).

The “gamification of participation” format is an innovative tool for stimulating civic activism. Using rewards as a motivational factor creates a new level of involvement. “Neighborhood assemblies” are an adaptation of classic democratic tools to the local context, focusing on solving specific community problems through direct communication.

5. A partnership trust fund that can be formed at the expense of local budgets, EU grants, and private businesses to co-finance social initiatives of NGOs. The fund’s feature is joint management by council representatives, NGOs, and citizens. This minimizes the risks of corruption and guarantees fair distribution of funds. It is advisable to manage the fund through a committee of representatives of local councils, NGOs, and independent experts (e.g., lawyers or economists). All applications for project financing are considered publicly, with the community’s involvement in discussions and transactions with the fund reflected in real time on an interactive platform. It is advisable to conduct an independent audit every year.

The format of “joint management” of the fund, with the involvement of various stakeholders, minimizes the risks of corruption and strengthens community control over the distribution of funds. However, using the mechanism of open audit in real-time is not yet a common practice in Ukrainian local financial structures.

Among the expected results of the proposed concept of integration symbiosis of interaction between LGBs and NGOs, we identify the following:

- stimulating citizen participation through new cooperation mechanisms;
- increasing trust between citizens, local councils, and NGOs;
- accelerating adaptation to EU standards through local innovations;
- reducing corruption risks through transparent digital mechanisms;
- strengthening civil society and trust in local self-government;
- integrating Ukrainian local policies into the European environment;
- implementing innovative solutions to local problems.

### **Discussion**

In a crisis, a full-scale invasion, as evidenced by the results of our study on the escalation of the situation and the features of cooperation between LGBs and NGOs, traditional mechanisms of bureaucratic vertical interaction no longer work properly. It is necessary to transform existing mechanisms, based on the proposed concept of integration symbiosis supplemented with specific tools specific to increasing the effectiveness of interaction between LGBs and NGOs under war to overcome the consequences of the social and humanitarian crisis.

### **Conclusion**

The concept of integration symbiosis aims to make the interaction between LGBs and NGOs not just a coordination but a multi-level partnership that generates new values for the community. This approach allows building a more sustainable model of local self-government that meets the challenges of European integration and modernity.

This detailed concept considers the unique needs of Ukrainian communities and creates an integration mechanism that works effectively at the local government level. It is worth noting that the proposed concept is original in the sense that it is based on the rethinking and adaptation

of modern managerial and social practices in the context of Ukraine's specific conditions and its European integration course.

The presented ideas are a synthesis of the best European practices and their original adaptation to modern conditions in Ukraine and consider such specific aspects as the weakness of institutions, the low level of trust in the authorities, the relevance of digitalization, the insufficient development of project management skills among employees of local councils, the ongoing full-scale conflict with the Russian Federation and the permanent humanitarian crisis in Ukraine. At the same time, like any concept, it is general. It requires further specification that is supplementation with specific tools considering the current conditions of martial law in Ukraine and the specifics of the crisis.

### Conflict of interest

The authors declare that there is no conflict of interest.

---

### References:

- Avdeenko, O. V., Antonyuk, O. V., Babkina, O. V. et al. (2005). *Political science dictionary*. Kyiv: Interregional Academic Personnel Administration. (In Ukrainian)
- European Convention on the Recognition of the Legal Personality of International Non-Governmental Organizations. (1986). Strasbourg: Council of Europe (April 24, 1986).
- Existing cooperation mechanisms between state authorities and civil society organizations in the context of implementing the National Strategy for Promoting the Development of Civil Society in Ukraine 2016-2020. (2016). Kyiv: Vaite. (In Ukrainian)
- Iatsyna, M. O. (2019). The issue of the definition of “non-governmental organization” (based on national and international legal acts). *Comparative-analytical Law*, 4, 384-386. (In Ukrainian). <https://doi.org/10.32782/2524-0390/2019.4.105>
- Iatsyna, M. O. (2022). “Non-governmental organizations” vs. “social organizations” to the issue of the ratio. *Actual Problems of Law*, 4(32). (In Ukrainian). <https://doi.org/10.35774/app2022.04.117>
- Komarnytska, G., Ivzhenko, I., & Viremeychuk, A. (2021). Interaction of international non-governmental organizations with the public authorities of Ukraine. *Scientific Perspectives*, 7(13), 78-87. (In Ukrainian). [https://doi.org/10.52058/2708-7530-2021-7\(13\)-78-87](https://doi.org/10.52058/2708-7530-2021-7(13)-78-87)
- Kryvachuk, L. (2010). International non-governmental organizations in the interests of children: Analysis of activities and systematization of organizations. *Democratic Governance*, 6. (In Ukrainian). <https://science.lpnu.ua/sites/default/files/journal-paper/2022/jan/26642/kryvachuk.pdf>
- Lakhizha, M. I., & Shkurin, M. M. (2024). Interaction of state authorities, local self-government bodies, and non-governmental organizations: The experience of the Republic of Poland. *Problems of Modern Transformations. Series: Law, Public Management and Administration*, 12. (In Ukrainian). <https://doi.org/10.54929/2786-5746-2024-12-02-13>
- Lewis, D. (2001). *The management of non-governmental development organizations. An introduction*. London, NY: Routledge.
- Lomonosova, N., Khelashvili, A., & Kabanets, Yu. (2024). *Cooperation of communities with the non-governmental sector in providing social services*. Kyiv: Cedoss. (In Ukrainian)
- Longman Dictionary of Contemporary English. (2024). *Longman*. <https://www.ldoceonline.com>
- Manko, V. (2015). Non-governmental organizations as a tool of “smart power.” *Epistemological Studies in Philosophy, Social and Political Sciences*, 3, 92-98. (In Ukrainian)
- Matveieva, O. Yu., & Munko, A. Yu. (2023). Implementation of the smart city concept in the process of digital transformation and sustainable development of Ukraine. *Scientific Herald: Public Administration*, 1(13), 138-162. (In Ukrainian). [https://doi.org/10.33269/2618-0065-2023-1\(13\)-138-162](https://doi.org/10.33269/2618-0065-2023-1(13)-138-162)

- Munko, A. Yu., & Khokhba, O. T. (2022). Social agreement as the basis of interaction between public authorities and society in Ukraine: interaction of European values. *Public Administration and Customs Administration, Special Issue*, 87-92. (In Ukrainian). <https://doi.org/10.32782/2310-9653-2022-spec.14>
- Munko, A. Yu. (2020). Values change in the political sphere under the post-industrial society. *Theory and Practice of Public Administration*, 1, 42-47. (In Ukrainian). <https://doi.org/10.34213/tp.20.01.05>
- On Access to Public Information. (2011). Law of Ukraine No. 2939-VI dated January 13, 2011. (In Ukrainian). <https://zakon.rada.gov.ua/laws/show/2939-17#Text>
- On Ensuring Public Participation in the Formation and Implementation of State Policy. (2010). Resolution of the Cabinet of Ministers of Ukraine No. 996 dated November 03, 2010. (In Ukrainian). <https://zakon.rada.gov.ua/laws/show/996-2010-%D0%BF#Text>
- On Humanitarian Aid. (1999). Law of Ukraine No. 1192-XIV dated October 22, 1999. (In Ukrainian). <https://zakon.rada.gov.ua/laws/show/1192-14#Text>
- On Local Self-Government in Ukraine. (1997). Law of Ukraine No. 280/97-BP dated May 21, 1997. (In Ukrainian). <https://zakon.rada.gov.ua/laws/show/280/97-%D0%B2%D1%80>
- On Public Associations. (2012). Law of Ukraine No. 4572-VI dated March 22, 2012. (In Ukrainian). <https://zakon.rada.gov.ua/laws/show/4572-17#Text>
- On Public-Private Partnership. (2010). Law of Ukraine No. 2404-VI dated July 01, 2010. (In Ukrainian). <https://zakon.rada.gov.ua/laws/show/2404-17#Text>
- Pozhydayev, E. O. (2007). Non-governmental organizations in the socio-political life of Ukraine: the limits of participation and the benefits of activity. *Strategic Priorities*, 4(5), 19-26. (In Ukrainian)
- Shumylo, O. M., & Kravchuk, N. Yu. (2018). *The role of non-governmental organizations in forming and developing the human rights movement (examples of successful human rights activism)*. Kyiv: FOP O.O. Golembovska. (In Ukrainian)
- Sychenko, O. O. (2012). Interaction of state authorities and local self-government bodies with the non-profit sector in the social sphere. *Investments: Practice and Experience*, 3, 87-89. (In Ukrainian)
- Treshchov, M. M. (2023). Financing of recovery and reconstruction of Ukraine during the post-war period. *Scientific Herald: Public Administration*, 2(14), 19-40. (In Ukrainian). [https://doi.org/10.33269/2618-0065-2023-2\(14\)-19-40](https://doi.org/10.33269/2618-0065-2023-2(14)-19-40)