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PUBLIC-PRIVATE PARTNERSHIP AS A TOOL FOR POST-WAR RECONSTRUCTION: POLAND'S PROJECT IMPLEMENTATION EXPERIENCE FOR UKRAINE

The article analyzes Poland's experience in implementing public-private partnerships (PPPs) at the local level, focusing on the regulatory framework, institutional support, and the role of local self-government bodies. The Polish model is considered potentially adaptable to the Ukrainian context. Contemporary approaches to understanding PPPs in academic literature are summarized, allowing the assessment of PPPs as a flexible tool for socio-economic development. Particular emphasis is placed on the effectiveness of PPPs in modernizing urban infrastructure, improving energy efficiency, developing public utilities, and promoting sustainable transport. The article concludes that PPPs can offer a number of advantages for Ukraine, including the mobilization of private investment, risk sharing, and the involvement of expertise and technology. At the same time, key challenges are noted – limited experience, legal gaps, and management risks. Suggested solutions include training, advisory support, and legal improvements.

Keywords: public-private partnership (PPP), post-war recovery, infrastructure; investment, local self-government, socio-economic development, public policy, risk management.

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ПУБЛІЧНО-ПРИВАТНЕ ПАРТНЕРСТВО ЯК ІНСТРУМЕНТ ПІСЛЯВОЄННОЇ ВІДБУДОВИ: ПОЛЬСЬКИЙ ДОСВІД РЕАЛІЗАЦІЇ ПРОЄКТІВ ДЛЯ УКРАЇНИ

Післявоєнне відновлення України є однією з ключових стратегічних цілей держави, реалізація якої визначає темпи економічного зростання, повернення населення, залучення інвестицій та зміцнення національної безпеки. В умовах обмеженого бюджету та значного обсягу відновлювальних потреб важливим інструментом стає публічно-приватне партнерство (ППП), що дозволяє поєднати ресурси держави та приватного сектору. Прийняття у 2025 р. оновленого Закону України «Про публічно-приватне партнерство» створило передумови для розширення залучення приватного капіталу до реалізації проєктів відбудови. Проте на практиці PPP в Україні досі не набула широкого поширення. У статті проаналізовано досвід Польщі у впровадженні PPP на місцевому рівні, зокрема – нормативно-правове забезпечення, інституційну підтримку та роль органів місцевого самоврядування. Польська модель розглядається як потенційно придатна до адаптації в українських умовах. Узагальнено сучасні підходи до трактування PPP у науковій літературі, що дає змогу оцінити його як гнучкий інструмент соціально-економічного розвитку. Акцент зроблено на результативності PPP у модернізації міської інфраструктури, підвищенні енергоефективності, розвитку комунальних послуг та сталого транспорту. Зроблено висновок, що PPP може забезпечити низку переваг для України: мобілізацію приватних інвестицій, розподіл ризиків, залучення експертизи та технологій. Водночас ідентифіковано виклики, що перешкоджають широкому застосуванню PPP, серед яких – нестача досвіду, законодавчі прогалини та управлінські ризики. Запропоновано шляхи подолання цих бар'єрів, зокрема – проведення навчань, створення консультативної підтримки та вдосконалення законодавства. Досвід Польщі засвідчує, що саме місцева влада може стати рушієм ефективного використання PPP у післявоєнній відбудові України. Подальші дослідження доцільно зосередити на вивченні механізмів підвищення інституційної спроможності місцевих органів влади щодо ініціювання та реалізації PPP, удосконаленні моделей розподілу ризиків, а також на аналізі міжнародних практик, адаптованих до українських реалій у післявоєнний період.

Ключові слова: публічно-приватне партнерство (ППП), післявоєнне відновлення, інфраструктура, інвестиції, місцеве самоврядування, соціально-економічний розвиток, державна політика, управління ризиками.

Problem statement. Post-war reconstruction of Ukraine is one of the state's most important strategic goals, as its implementation will determine not only the pace of economic growth but also the return of millions of citizens, the attraction of investment, and the safeguarding of national security. Given limited resources and the large-scale need to rebuild infrastructure, there is a pressing need to find effective mechanisms for cooperation between the

state and the private sector. One such tool is public-private partnership (PPP), whose potential is significantly enhanced in the context of the country's post-war transformation.

With the adoption of the updated Law of Ukraine "On Public-Private Partnership" in 2025, the groundwork has been laid to intensify the involvement of private capital in reconstruction projects. However, in practice, PPP is still not a widely implemented mechanism in Ukraine. In this

context, studying international experience – particularly the example of Poland, which has a successful track record of implementing infrastructure projects through public-private partnerships – is especially relevant.

Analysis of recent research and publications. The concept of public-private partnership (PPP) is multifaceted and interpreted in various ways across academic and practical literature. An analysis of current research and publications reveals several approaches to defining the essence of PPP, each emphasizing different aspects of the interaction between the state and the private sector.

Iossa E., Martimort D. [1] and Zapatrina I. [2] primarily view PPP as long-term contractual relationships based on the private party's obligations to finance, construct, manage, or maintain assets or services that are typically provided by the state. The main focus is placed on risk allocation, ensuring the quality of public services, and the efficient use of resources within clearly defined legal frameworks.

An alternative approach is presented in the works of Korbus B. & Stravinsky M. [3], Aigner-Walder B. [4], Pavlyuk K. [5], and Bulavynets V. & Sydor I. [6]. In these studies, PPP is interpreted as a model of partnership-based cooperation grounded in the joint implementation of tasks of public importance, with a clear division of responsibilities, obligations, and benefits. Particular emphasis is placed on collaborative action, the achievement of socially significant goals, and the combined efforts of the state, business, and civil society.

According to Krughlov V. [7], Kivlenc I. et al. [8], PPP is viewed as a public policy instrument that facilitates the establishment of a long-term dialogue between government, business, and citizens. In the works of Kowalczyk E. [9] and Liżewski M. [10], PPP is regarded as an investment-based form of cooperation involving the engagement of private capital in the financing, implementation, and operation of infrastructure projects under long-term contracts.

Thus, in contemporary literature, the concept of public-private partnership is viewed both as a legal model and as a practical tool for socio-economic development. The multidimensional nature of PPP interpretations highlights its flexibility and ability to adapt to various contexts and objectives – from infrastructure management to public policy implementation and investment attraction. This creates a solid methodological foundation for further research into the potential application of PPP in the post-war reconstruction of Ukraine.

Formulating the purposes of the article. This article focuses on the experience of developing public-private partnerships (PPP) in Poland, analyzing the main achievements and challenges associated with the implementation of PPP at the local level, as well as assessing the potential applicability of the Polish model in the context of Ukraine's post-war reconstruction.

The study examines how effective legal regulation, institutional support, and the active involvement of local self-government bodies contribute to the implementation of socially significant projects across various sectors. Particular emphasis is placed on the potential of PPP as a tool for reconstruction, modernization, and sustainable development within the Ukrainian context.

Presentation of the main research material. According to the European Investment Bank [11], between 1990 and the present, nearly 1,913 public-private partnership (PPP) projects have been implemented across

European countries, with a total value of €403.2 billion, approximately 55% of which was allocated to the transport sector. The undisputed leader in this area remains the United Kingdom, which concluded 1,049 projects during this period with a total value of €91.7 billion. In contrast, PPP in Poland is a relatively new area of cooperation. However, it can now be confidently stated that the Polish PPP market is one of the most developed in Central and Eastern Europe [12]. This level of development has been made possible by the consistent improvement of the legal framework, active investor engagement, and support from the state.

Until 2005, Polish legislation did not provide for specific regulation of public-private partnership (PPP) mechanisms. Moreover, during the period of the first legislative act adopted in this area (2005–2009), not a single PPP project was implemented. In order to improve the legal framework, the relevant law was revised and published on December 19, 2008 [13]. It defined PPP as a form of cooperation based on the joint implementation of projects, with the distribution of tasks and risks between the public and private sectors.

Over the past 16 years, 206 PPP contracts have been signed in Poland (this figure includes both contracts currently being implemented and those already completed), with a total value of PLN 10.7 billion [14]. Among the signed contracts that reached the implementation stage, the largest share belongs to rural municipalities (63 contracts), urban municipalities (60 contracts), and urban-rural administrative units (27 contracts).

Among the regions of Poland, the Mazowieckie Voivodeship holds the leading position in terms of the number of signed PPP contracts, with 36 projects implemented. The lowest levels of activity in the field of public-private partnership are observed in the Lubuskie Voivodeship (2 contracts), as well as in the Lublin, Podkarpackie, and Świętokrzyskie Voivodeships, with 3 contracts each.

Despite the ongoing economic development of the eastern voivodeships – evidenced, in particular, by GDP growth generated in these regions and the significant financial support received from the European Union through regional development programs – PPP mechanisms remain underutilized in these areas [15]. However, the development of PPP in these regions could significantly contribute to infrastructure modernization, the improvement of public service quality, and the revitalization of economic activity through the involvement of private capital.

The total number of PPP contracts (both active and completed), broken down by sector as of the second quarter of 2025, is presented in fig. 1. In the structure of PPP projects, the leading sectors by number of signed agreements are water supply and sanitation (32), energy efficiency (30), and sports and tourism (29).

In several Polish cities – including Warsaw, Poznań, Sobótka, Kraków, and Wrocław – public-private partnership (PPP) is actively used as a tool for the comprehensive development of urban infrastructure. Through such projects, residential buildings are being modernized through insulation, street lighting systems are upgraded by replacing old lamps with energy-efficient LED lights, and access to quality water supply and sanitation is being improved. In addition, significant attention is given to the development of environmentally friendly public

transportation and the enhancement of municipal solid waste management systems. These initiatives contribute not only to an improved quality of life for residents, but also to sustainable urban development.

Thus, the Polish experience demonstrates that public-private partnership can become an effective tool for infrastructure modernization, urban environment development, and the attraction of private investment into socially important projects. For Ukraine, which will face massive socio-economic reconstruction challenges after the war, Poland's experience is especially valuable.

In particular, PPP mechanisms can be used not only for the reconstruction of destroyed facilities but also for creating new quality public services, improving energy efficiency, and developing transport and communal infrastructure. Polish practice shows that local authorities can become the key initiators and drivers of such projects – a fact that is highly relevant for Ukrainian communities in the context of decentralization.

Effective implementation and functioning of public-private partnerships (PPP) in Ukraine during the post-war period can provide a number of important advantages that will contribute to the stable and long-term recovery of the state. These include:

- expanding opportunities to attract investment resources, including private capital, which is especially important given the limited state budget;
- redistributing the financial burden, where a significant portion of project implementation costs is borne by the private partner;

– engaging professional expertise and modern technologies, as private companies typically have a higher level of specialization, which positively affects the quality of work and efficiency of asset management;

– optimal risk allocation (completion risk, operational risk, revenue risk, financial risk, force majeure risk, legal risks, risk of project non-completion [16, p. 41]) between the state and the private sector, allowing minimization of negative consequences in case of unforeseen circumstances.

At the same time, despite the obvious advantages, the effective implementation of public-private partnerships in Ukraine may face a number of restraining factors that could potentially slow down or complicate the introduction of PPPs in the post-war reconstruction process. In particular, this concerns the lack of sufficient experience in implementing PPP projects at the local community level, the imperfections of the legislative framework, as well as the insufficient understanding and management of risks associated with such partnerships.

To overcome these barriers, it is necessary to implement comprehensive measures, among which the following play a key role: conducting free training sessions, workshops, and seminars that incorporate the positive experience of countries such as Poland; promptly resolving contentious issues in legislation that may arise during project implementation; developing incentive mechanisms to attract the private sector; and establishing advisory services to provide consultations and support on matters related to the specifics of public-private partnerships.

Conclusions. Effective implementation of public-private partnership mechanisms is possible only under

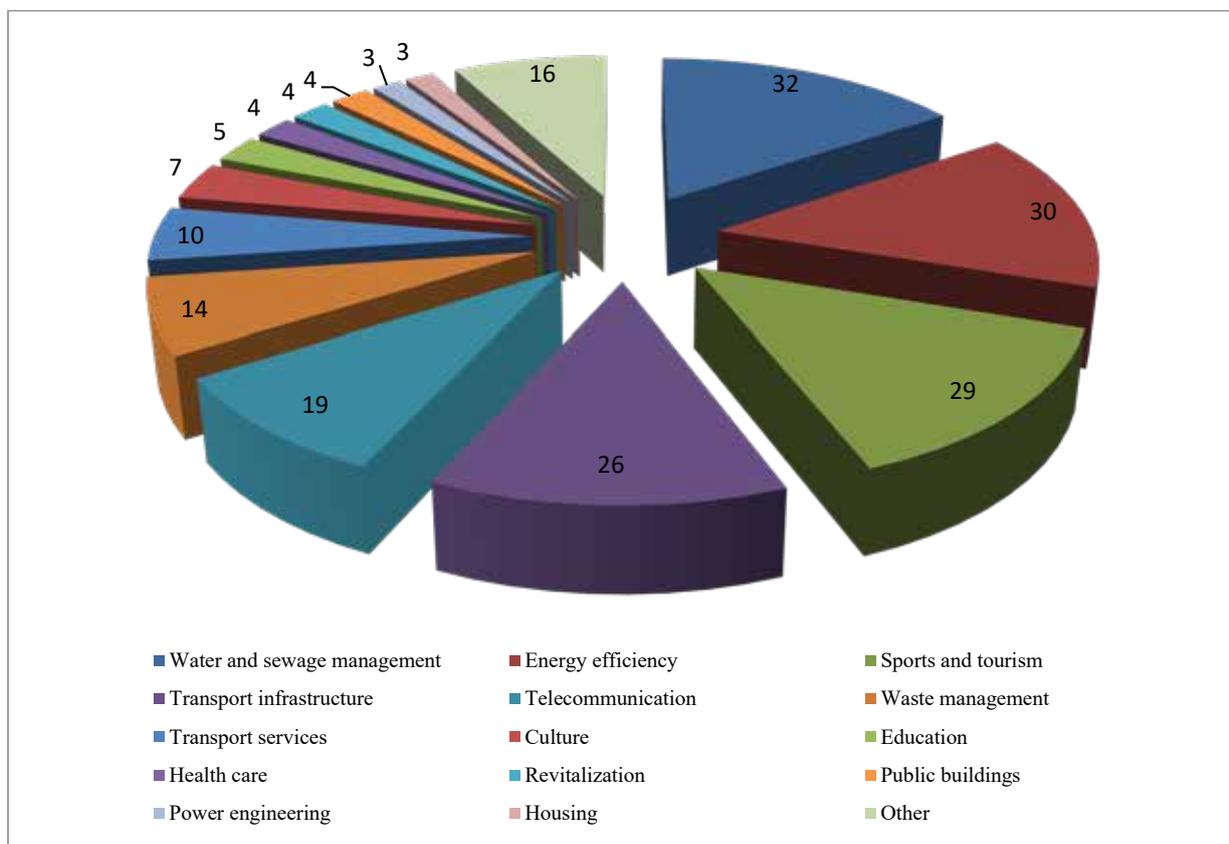


Figure 1. Number of contracts (active and completed) by sector as of the second quarter of 2025

Source: compiled based on data from [12]

conditions of harmonizing the interests of all participants in the process. PPP involves not only the combination of financial or material resources but also the consideration of different strategic orientations of the parties. Specifically, government bodies typically aim to ensure public access to quality social and infrastructure services, while private partners focus on stable and predictable long-term profits. Thus, only through mutual understanding and shared

interest in achieving common goals can the effectiveness and sustainability of such partnerships be ensured. Further research should focus on studying mechanisms to enhance the institutional capacity of local authorities in initiating and implementing PPPs, improving risk-sharing models, and analyzing international practices adapted to the Ukrainian context in the post-war period.

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