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Center for Adaptation of the Civil Service to the Standards of the European Union
Center of Social Expertise of the Institute of Sociology, NAS of Ukraine

*Development of a Network of Policy Analysis Groups
in the System of Central Executive Bodies in Ukraine*

Strategy for the Improvement of State Sanitary and Phytosanitary Control and Surveillance at State Border Crossings

Kyiv
2009

This policy document was developed within the framework of the "Development of a Network of Policy Analysis Groups in the System of Central Executive Bodies in Ukraine" project, implemented by the Center of Social Expertise of the Institute of Sociology, the National Academy of Sciences of Ukraine under the contract with the Center for Adaptation of the Civil Service to the Standards of the European Union. The project was financed by the State Budget of Ukraine. Expert support was provided by the "Technical Support to Public Sector Reforms in Ukraine" project team (DANIDA funded).

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The electronic version of the policy document can be found on the web-site of the Center for Adaptation of the Civil Service to the Standards of the European Union at: www.center.gov.ua.

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Foreword

Development of the Ukrainian State and its movement towards the European community requires establishment of modern, professional civil service that would function in accordance with the requirements of democratic governance. Civil servants of Ukraine must be politically neutral and professional, armed with modern knowledge and skills in public administration.

Among the key functions of public officials in democratic countries is the development of policy recommendations and policy alternatives to solve the existing problems in specific sectors. Civil servants also hold consultations with stakeholders and carry out monitoring and evaluation of the policy efficiency and effectiveness.

Comparing with EU practice, the system of policy coordination and development in Ukraine is not sufficiently transparent and is too centralized. Requirements to analyze policy alternatives and hold consultations with stakeholders are not always fulfilled. The Ukrainian officials often lack practical skills to analyze policy problems and their causes, possible consequences and obstacles to implementation of various options for problem solution.

In order to strengthen the capacity of civil servants to analytical support of the strategic government decisions, the Main Department of Civil Service of Ukraine during 2005–2008 supported a number of initiatives dealing with activities of a network of the policy analysis groups in the central executive bodies in Ukraine. Around 130 civil servants of top and middle managerial levels from the Secretariat of the President of Ukraine, Secretariat of the Cabinet of Ministers of Ukraine, National Bank of Ukraine, ministries and other central executive bodies received training and acquired relevant public policy skills and knowledge needed for application of democratic procedures to the decision-making process.

Results of the policy analysis groups' activities include publication of green and white policy papers. This is an effective tool used in the EU member states and other developed countries to ensure efficiency, transparency, consistency and predictability of work of public authorities.

Requirements to the quality of public policy development and implementation become even more exacerbated in the context of preparation of the EU – Ukraine Association Agreement. Success of the relevant negotiation process largely depends on the capacity of the Ukrainian officials to formulate a coherent, effective and far-sighted strategy of mutual relationships.

Given the magnitude of the obligations of Ukraine in the framework of the future Association Agreement with the European Union, in 2008 the Main Department of Civil Service of Ukraine put forward an initiative, which was supported by the Government, to expand the network of policy analysis groups and to focus their work on the issues of implementation of Ukraine's commitments under the future Free Trade Agreement with the EU.

In December 2008 the initiative on “Development of a Network of Policy Analysis Groups in the Central Executive Bodies in Ukraine” was launched by the Center for Adaptation of the Civil Service to the Standards of the European Union. It was implemented by the Center of Social Expertise of the Institute of Sociology of the National Academy of Sciences of Ukraine. 10 cross-sectoral groups were created to deal with the sectoral issue of the EU–Ukraine Free Trade Agreement and 3 policy analysis groups—to deal with issues of the civil service reform. Each of the groups consisted of 7–10 top-level civil servants (II–IV categories).

Policy analysis groups dealing with priority issues of the EU-Ukraine Free Trade Agreement:

- Development of a strategy to overcome technical barriers to trade: standardization and compliance assessment.
- Development of a strategy in the field of financial services.
- Development of a strategy in the field of trade in services: the movement of capital.
- Development of a strategy in the field of public procurement.
- Development of a strategy in the field of sanitary and phytosanitary regulations.
- Development of a strategy in the field of protection of intellectual property.
- Development of a strategy in the transport sector.
- Development of a strategy in the environment sector.
- Development of a strategy in the energy sector.
- Development of a strategy in the field of taxation.

Policy analysis groups dealing with priority issues of the civil service reform:

- Reform of the classification system in connection with the civil service compensation system.
- Introduction of new approaches for the annual performance evaluation of civil servants’ activities.
- Reform of the system of professional development for civil servants.

In 2008–2009 the main task of policy analysis groups was the development of the sectoral strategies to meet the obligations imposed by the future Association Agreement with the EU. These strategies defined objectives and steps of implementation of the Agreement, as well as resources needed to implement a strategy (financial, human, and institutional). The draft strategies, discussed with all stakeholders, will enable to prepare for implementation of future Agreement and strengthen the position of the Ukrainian party at the currently running negotiations with the EU.

Public discussions of policy options for solving sectoral problems will promote better understanding and support by the stakeholders of the government policy and provide a feedback for the government.

This year, the policy analysis groups have had a number of innovations. First of all, it is their inter-ministerial structure: representatives of the Ministry of Justice, the Ministry of Economy and the Secretariat of the Cabinet of Ministers participated in almost all policy analysis groups. Secondly, the number of involved public officials and authorities significantly increased comparing to previous years—130 civil servants from 20 central executive bodies as well as from the Secretariat of the Cabinet of Ministers and the National Bank of Ukraine took part in policy analysis groups. In addition, analytical support to members of policy analysis groups was provided by both international and local sectoral experts from the International Center for Policy Studies (ICPS) and the Ukrainian-European Policy and Legal Advice Centre (UEPLAC).

During the year members of policy analysis groups participated in trainings and seminars guided by the EU and Ukrainian experts. They mastered the methodology of development of policy documents and decision-making procedures according to the European standards. The groups organized public consultations aimed at discussion of proposed drafts strategic documents with representatives of NGOs, business community and experts. Considerable number of received comments and suggestions greatly improved the quality of the policy documents.

The key to successful implementation of this initiative was a permanent monitoring and evaluation of the results of policy analysis group's work. According to the survey, most participants consider such trainings in policy analysis as very useful and effective because they provided opportunity to get equipped with skills in policy analysis, cost-benefit analysis and effective communication in the context of the requirements posed by the process of adaptation of the Ukrainian legislation and norms to the EU norms and standards, taking into account national interests of Ukraine.

Moreover, activities of policy analysis groups generate a multiplication effect; they become a basis for the new quality civil service and new administrative capacity of the central executive bodies. Despite the fact that only about ten civil servants are official participants of the policy analysis group, the practice shows that the number of public officials involved into the process of development of strategic policy documents is actually bigger.

In 2008, the School of Senior Civil Service was established, the task of which is to create institutional conditions for developing leadership in the civil service and public administration reform. Given the fact that policy analysis groups have proved their effectiveness as a progressive form of the civil servants' on-the-job training, the follow-up initiatives relating to policy analysis groups are planned to be carried out on the basis of the School of Senior Civil Service. This will contribute to further development of both policy analysis groups' network and strengthening of the in-service training system of the civil servants.

Introduction

The purpose of development of this strategy is to provide a high level of protection and safety of public health as well as protection of consumers. It is also aimed at planning of a process of fulfillment of obligations relating to sanitary and phytosanitary measures which Ukraine has agreed to undertake in the process of negotiations on establishment of a Free Trade Zone between Ukraine and the European Union (hereinafter – EU).

A Free Trade Zone is a type of international integration, under which participating countries cancel customs duties, taxes and fees as well as quantitative restrictions on mutual trade volumes. For each participating member country retained is the right to independent designation of trade regime in respect to the third countries. Still preserved between member countries are customs borders and posts that control origin of goods which cross state borders.

Negotiations on sanitary and phytosanitary measures to be implemented between Ukraine and the EU are based on the principles of the Agreement on the Application of Sanitary and Phytosanitary Measures. As for now Ukraine is not ready to fully liberalize their markets for goods from the EU, because the degree of approximation of its legislation in the field of sanitary and phytosanitary measures still remains low in the country. On the one hand, a Free Trade Zone allows access of the Ukrainian goods and services to the EU market, facilitates access of the European investments and expertise to Ukraine, however, on the other, easier access of high quality goods and services import from the EU to Ukraine creates more competition for the Ukrainian producers, for whom the need to comply with EU quality standards will require additional costs. Adaptation to the EU standards and norms will, in short-term perspective, enable abolishment of trade barriers, and, in the medium-term perspective will ensure access to the EU markets.

The representatives of the following public authorities were involved in the development of this policy paper:

- Secretariat of the Cabinet of Ministers of Ukraine;
- Ministry of Public Health of Ukraine;
- State Committee of Veterinary Medicine of Ukraine;
- Ministry of Agrarian Policy of Ukraine;
- Ministry of Economy of Ukraine;
- Ministry of Justice Ukraine.

As a part of development of the policy paper, public consultations were carried out with key stakeholders to improve the quality of the document.

1. Current Situation

At the present time, continuous work is being carried out on harmonization of the Ukrainian legislation with regulations of the WTO and EU in respect to sanitary and phytosanitary measures.

During 2005–2006 several laws of Ukraine which regulate the requirements for state control and surveillance over foods were approved. Among them are:

- “On foods safety and quality”, dated 06.09.2005, ¹ 2809-IV;
- “On veterinary medicine”, dated 16.11. 2006, ¹ 361-V;
- “On plant quarantine”, dated 19.01.2006, ¹ 3369 – IV.

These laws of Ukraine comply with international requirements, including those posed by the WTO Agreement on the application of sanitary and phytosanitary measures.

Every year, developed and implemented in Ukraine is an annual Plan of measures to implement the National program of adaptation of the Ukrainian legislation to the EU legislation, approved by the Cabinet of Ministers of Ukraine on June 11, 2008, ¹ 821-p and the Plan of measures to implement the Ukraine – EU Action Plan, approved by the Cabinet of Ministers of Ukraine on August 6, 2008, ¹ 1072-p.

Article 42 of the Constitution of Ukraine stipulates that the state protects the rights of consumers, performs quality and safety control of all products and of all types of services and works as well as facilitates activities of public consumer organizations.

According to Article 93 of the Constitution of Ukraine the right of legislative initiative belongs to the President of Ukraine, People’s Deputies of Ukraine, Cabinet of Ministers of Ukraine and National Bank of Ukraine.

The draft laws of Ukraine, prepared by the central bodies of the executive power should be brought to public attention through their publication in the mass media or on Internet within the period of one to three months, as is stipulated by the Article 9 and 13 of the Law of Ukraine “On the basis of the state regulatory policy in the field of economic activity”, dated 11 September 2003, ¹ 1160-IV.

Legislation is implemented through its direct application or through the relevant decisions of the Cabinet of Ministers of Ukraine and secondary law regulations developed in order to secure practical implementation of the adopted main law norms.

Main factors influencing situation in the area of implementation of sanitary and phytosanitary policy:

political factors:

- integration of Ukraine into the European Union;
- approximation of legislative and regulatory acts of Ukraine to requirements of the EU legislation;

- desire to sign an Agreement on establishment of a Free Trade Zone between Ukraine and the EU.

legal and regulatory factors:

- compliance of the Ukrainian regulatory basis in the field of sanitary and phytosanitary measures with EU requirements;
- improvement of the legal sphere of Ukraine on issues relating to securing safety and quality of foods.

economic factors:

- presence of market economy;
- membership of the WTO;
- desire to sign an Agreement on establishment of a Free Trade Zone;
- increase of exports of agricultural products (agricultural potential).

social/cultural factors:

- low level of wages of the personnel who performs state control and surveillance in the field of sanitary and phytosanitary measures;
- low awareness of consumers of food products and food market operators;
- low level of specialized training of the relevant specialists.

technological factors:

- non-compliance of the procedures of carrying out state control and surveillance at state border crossings of Ukraine with requirements of the EU;
- inadequate level of equipment of the Ukrainian state border crossing points;
- lack of availability of information about conditions caused by environmental factors.

Authorities dealing with solution of the problem.

State bodies which, within the limits of their authority, ensure development, approval and implementation of sanitary and phytosanitary measures as well as exercise state control and surveillance over their implementation, include:

state authorities of general jurisdiction:

- Verkhovna Rada of Ukraine;
- Cabinet of Ministers of Ukraine.

state bodies of special competence:

- State Sanitary and Epidemiological Service of Ukraine under Ministry of

Public Health of (hereinafter – the Sanitary Service);

- State Committee of Veterinary Medicine of Ukraine (hereinafter – Veterinary Service);
- Ministry of Agrarian Policy of Ukraine;
- Main State Quarantine Inspection of Ukraine (hereinafter – Ukrholovderzhkarantyn);
- State Customs Service of Ukraine;
- State Border Guard Service;
- Ministry of Economy of Ukraine;
- Ministry of Transport and Communication of Ukraine.

Main target groups (stakeholders):

- operators of facilities (installations) – subjects of entrepreneurial activity;
- citizens who are engaged in business activities without creating a legal person;
- physical persons;
- non-residents of Ukraine.

Analysis of the situation and leading factors associated with problem.

Currently, the issue of protection of public health and increase of safety of life activities of the population is of true priority and urgency.

Reform of the national legislation continues to be carried on in accordance with the international standards. A characteristic feature of the current stage of legal reform in Ukraine is introduction of international law norms into the legal system of our state. The issue of adaptation of Ukrainian legislation arises from the real needs related to the development of international relations, including equal and mutually beneficial trade and economic relations, which should be ensured to be of a long-term and sustainable nature and beneficial to states – trading partners.

Ukraine’s entry into the WTO.

Accession of Ukraine to the World Trade Organization (Protocol of Accession of Ukraine to the World Trade Organization dated 5 February, 2008 was ratified by the Law of Ukraine “On ratification of the Protocol on Ukraine’s accession to the World Trade Organization”, dated 10.04.2008, ¹ 250-VI) imposes an obligation to comply with fundamental principles of international agreements.

Thus, the Agreement on the application of sanitary and phytosanitary measures stipulates implementation the following measures, aimed:

- to protect animal or plant life or health within the territory of WTO member state from risks arising from the entry, establishment or spread of pests,

diseases, diseases-carrying organisms or disease-causing organisms;

- to protect human, animal and plant life or health within the territory of the WTO member state from risks arising from additives, contaminants, toxins or disease – causing organisms in foods, beverages or feedstuffs;
- to protect human life or health within the territory of the Member state of the WTO against risks arising from diseases carried by animals, plants or by products thereof, or from entry, establishment or spread of pests;
- to prevent or limit other damage within the territory of the WTO member state, from entry, establishment or spread of pests.

Legislation of Ukraine in the field of foods safety complies with the WTO Agreement on the application of sanitary and phytosanitary measures (SFM); the WTO Agreement on Technical Barriers to Trade (TBT); EU–Ukraine – Partnership and Cooperation Agreement (PCA).

Principal objectives are:

- to ensure high level of protection of life or health of humans, animals or plants, and protection of consumers;
- to use, as a foundation for development of relevant legislation, scientific evidence and risk assessment;
- to ensure consistency, rationality and transparency of legislation;
- to impose primary responsibility for quality and safety of foods products upon manufacturers and suppliers - market operators;
- to ensure competitiveness of the industry and to expand export potential and opportunities;
- to ensure free movement of goods within the common market borders.

Integration into EU.

Integration of Ukraine into a Free Trade Zone with the EU belongs to the strategic objectives of deepening bilateral trade and economic relations with the European Union in the medium-run term perspective by means of gradual integration into the EU economic space and the acquisition of associate membership of Ukraine to the EU.

Establishment of a Free Trade Zone between Ukraine and the EU is an essential prerequisite for the acceleration of trade and structural reforms in Ukraine and full disclosure of its own potential at international markets.

With this objective in mind, in the field of sanitary and phytosanitary measures the EU legislation on food safety is currently analyzed. Moreover, subject to adaptation are decisions of the European Parliament and the EU Council directives as well as relevant decisions of the European Commission.

The main directions of the above activities are aimed at identification of:

- principal approaches to securing proper hygiene of foods;
- general principles and requirements of the legislation regulating foods;
- procedures used in matters relating to food safety;
- procedures for implementation of official control;
- rules for selection of official samples for control of presence of residual amounts of veterinary preparations and contaminants in foods;
- procedures for detection and identification of pathogenic organisms transmitted through foods;
- systems of early warning and response to prevent and control of communicable disease;
- residual quantities of pollutants.

Membership of Ukraine in international organizations.

1994 – Ukraine – Member of International Epizootic Bureau;

2004 – Ukraine joined the Codex Alimentarius Commission, FAO/WHO;

2006 – Ukraine joined the International Convention on the protection of plants;

The report on international trade and health, presented at the 59-th Assembly of the World Health Assembly, stated that there is a need for:

- adoption of legislation that will give the opportunity to pursue a coordinated policy in the sphere of trade and public health;
- improvement of mutual relationship (coordination) of the system of public health and trade;
- further development of relevant staff potential to identify and analyze health risks associated with trade in order to be able to solve problems in health care and protection.

The sanitary and phytosanitary measures applied in Ukraine are based upon analyses of a risk of the probability of entry, establishment or spread of pest or disease into the territory of Ukraine with due account for sanitary or phytosanitary measures that could have been applied, as well as related to its potential biological and economic consequences; identification of possible adverse effects to health of humans and animals that may be caused by the presence of impurities, contaminants, toxins or disease-causing organisms in foods, beverages or feedstuff.

A risk posed by foods was assessed on the basis of methods developed by international organizations as well as on the basis of scientific evidence taking into account the need to identify a threat, its parameters and impact.

This approach allows to minimize negative impacts on human or animal health, to reduce entry, settlement or spread of pests or diseases into the territory of Ukraine, to improve the safety of life of the population and to improve trade and economic relations between states.

Use of common approaches to control safety of goods opens a free access of goods to markets of the countries and ensures public health and safety of the population life activities in compliance with principles of WTO and EU.

Each body of the executive power has been assigned relevant powers in respect to exercising of state control and surveillance in the process of implementation of export-import operations in accordance with legislative and departmental regulations, including those governing the procedures to be complied with on the crossing points at the state border of Ukraine.

The main legislative acts of Ukraine, which regulate these activities, are:

- Law of Ukraine “On foods safety and quality”;
- Law of Ukraine “On veterinary medicine”;
- Law of Ukraine “On quarantine of plants”;
- Law of Ukraine “On protection of population from infectious diseases”;
- Law of Ukraine “On securing sanitary and epidemiological welfare of population”;
- Law of Ukraine “On State Border of Ukraine”;
- Law of Ukraine “On the State Border Guard Service of Ukraine”;
- Law of Ukraine “On protection of the natural environment”;
- Customs Code of Ukraine.

According to the joint order of the State Customs Service of Ukraine, Administration of State Border Guard Service of Ukraine and Ministry of Transport and Communication of Ukraine “On approval of the list of the state border crossing points of Ukraine, at which established are or may be created new zones of customs control” adopted on 01.06.2005, ¹ 457/438/27 in Ukraine there are 279 functioning state border crossing points, including: automobile –160, including local ones – 63, interstate – 50, international – 47, railroad – 46, including interstate – 9, international - 37 marine – 29, including international – 29; air space crossings – 18; international river crossings – 13, including local ones – 11, international – 2; ferry – 3, international foot border crossings – 10.

Sanitary Service carries out sanitary and epidemiological control at the state border crossings in order to ensure protection of the territory of Ukraine against bringing in and spread of particularly dangerous (including quarantine type) infectious diseases and against importation of goods, commodities and other items that may be sources of infections spread or pose a risk to life and health of people.

As for 2008, functioning directly at the border and with the aim of performing sanitary and epidemiological surveillance are 91 sanitary and quarantine posts (SQP), employing, in total, 682 persons (169 doctors, 329 epidemiologists and 190 people carrying out disinfection works).

Implementation of sanitary measures at the state border is the duty of the sanitary and quarantine units (points) (hereinafter – SQU), which carry out:

- medical examination of passengers, crews and teams in order to prevent importation and spread of dangerous infectious diseases;
- sanitary inspections of vehicles and cargo that may be the cause of transmission of infections or pose a danger to life and health of people.

The year 2007 results of sanitary-epidemiological service activities for control of delivery of imported products exercised at the border and custom territory indicate of frequent attempts to import products that do not meet requirements of the sanitary legislation and may constitute a danger to human health.

During this period, found at the border and not allowed to be brought in and marketed were more than 9,084.7 tons of dangerous products of which amount about 90% were foods (according to the cargo documents and results of external visual inspection).

Examples:

- the Lviv Sanitary Service has found 5 tons of meat products and 25 tons of vegetable products;
- the Volyn Sanitary Service during the last three years has found 37.5 tons of foods products (dairy products, sausages, confectionery products) of the unknown origin and without any accompanying documents or with expired terms of utilization;
- Central Sanitary Service at water transport has found 9,017.2 tons of foods products (citrus fruits, seafood, freshly frozen fish, dry milk, rice, etc.) with expired term of utilization, and without any accompanying documents, etc.

According to the Laws of Ukraine “On foods safety and quality” and “On veterinary medicine”, the State Veterinary Medicine Service of Ukraine is entrusted with the function of exercising state veterinary and sanitary control and surveillance over measures for protection of the territory of Ukraine against entry, from the territory of other states or from zones under quarantine, infectious diseases-causing organisms which may happen in the process of export, import and transit of the objects subject to veterinary-sanitary control and surveillance (goods, materials used by veterinary medicine as well as animal care materials and other related objects). State veterinary and sanitary control and surveillance at the state border and at transport is obligatory required in case of export, import and transit of the objects subject to state veterinary and sanitary control and surveillance at all types of transport means.

At the present time, the State Service of Veterinary Medicine of Ukraine operates 6 regional departments of state veterinary control at the state border and transport, which include 120 border posts, employing in total about 1,200 employees, and 11 state veterinary inspection posts at transport.

Workplaces assigned to state veterinary inspectors are located at border crossing points and the sites of custom clearance of goods. Customs clearance of goods is granted only after passage of state veterinary-sanitary inspection at the border crossing, performed by specialists of regional department of state veterinary control at the state border and transport.

Clearance of the imported goods, which are subject to control by the units of state veterinary medicine, at points of the state border crossing can be done only under condition of presentation of the original copy of veterinary certificate and sanitary certificate of the country - manufacturer of the goods and under condition of compliance with veterinary requirements for cargoes imported to Ukraine and subject to inspection by the state veterinary medicine service. State inspector of veterinary medicine on duty at a post of state veterinary control at the state border and transport puts stamp reading "unloading and customs clearance under border crossing state veterinary control", official stamp with indication of its number, signature and date (to be put at both at the veterinary and sanitary certificates as well as at customs declarations and commodity transport waybills). After receiving such documents a transport vehicle with its cargo may move to the custom office of its destination.

According to the Decree of the President of Ukraine "On urgent measures to ensure stable epizootic situation in Ukraine", dated 22.03.2001,¹ 192 it is allowed to import to the territory of Ukraine animals, raw materials, foods, other products of animal origin only after assessment of the epizootic situation in countries or regions from which these goods are imported and a relevant conclusion of the state veterinary medicine authorities.

A post of the state veterinary control has the right, in line with the established order, to suspend or temporarily prohibit transportation (movement) of cargoes, which are subject to inspection by the state veterinary medicine authorities, in the case of existence of unfavorable epizootic situation in the exporting country, detection of violations of veterinary requirements, improper formulation of veterinary documents, discrepancies in their content, or absence of required documents. In such cases, a relevant act (in three copies) should be compiled and presented to authorized heads of duty teams both at border crossing post and custom clearance post.

At the destination custom clearance post, carried out is normal border crossing veterinary-sanitary control with checking, by the border control state veterinary inspectors, of the safety of the cargo subject to state veterinary and sanitary control and surveillance. This check-up involves review of the cargo accompanying documents, inspection of cargo at the moment of its delivery to the territory of Ukraine (import) and at the time of cargo delivery out of the territory of Ukraine (export). Also used is expanded veterinary and sanitary control under the framework of the program of random veterinary-sanitary control or on the basis of professional opinion of the state border veterinary medicine inspector. In such cases, samples of goods are taken for laboratory inspection and decision on whether the good is safe or not is

based on results of laboratory analysis which are carried out by the state service of veterinary medicine.

After inspection of goods and / or reception of relevant conclusions based on the results of laboratory studies, veterinary medicine inspector makes a decision regarding the issuance of a veterinary certificate which is one of the documents, in compliance with which further custom clearance actions are performed (international veterinary certificate is exchanged for the Ukrainian veterinary certificate), or the cargo is detained, returns to country of its origin or is destroyed at the expense of its owner or cargo carrier.

In case of exported goods, specialists of veterinary medicine assigned to the posts of the state veterinary and sanitary control and surveillance at the state border crossings and transport make an exchange of the Ukrainian veterinary certificate, issued by the state service of veterinary medicine, for an international veterinary certificate.

In case of export of goods and in order to issue a veterinary certificate for them performed are required laboratory studies of the goods. In the process of custom clearance of the cargo, local veterinary certificate is exchanged for international veterinary certificate.

Example.

Specialists of regional services of the state veterinary-sanitary control and surveillance at the state border and transport constantly take required measures to control entry to the territory of Ukraine, transit and export from the territory of Ukraine of cargoes containing foods of animal origin and fodder. Since the beginning of the year 2009, in joint efforts with other cargo control services, seized were 922 tons of products of animal origin with doubtful quality, of which amount 442 tons were disposed of. Placed into responsible storage were about 4 thousand tons of unsafe products.

In addition, constantly used are the measures to prevent importation of dangerous cargoes. The main causes of cargo detainment were:

- lack of appropriate veterinary documents;
- failure to comply with veterinary requirements of Ukraine;
- existence of the ban on the importation of animals, foods products, means for protection of animals and other goods.

These actions enabled to prevent complications of the epizootic and epidemiological situation in the country in the process of export, import and transit of the objects subject to veterinary-sanitary control and surveillance, as well as to avoid foods poisoning and secure delivery of safe products to consumers.

The scheme of carrying out state sanitary and veterinary control and surveillance at the state border crossing points is given below.

2. Problem Identification

The main problem – Procedures of state control at border crossing points do not comply with the European legislation.

In the EU member states, including post-socialist ones, such as Czech Republic, Poland, Hungary, Baltic States state surveillance and control of foods of animal origin at the border crossing points is carried out by the veterinary service. In the European Union coordination of relevant activities and their management in the process of carrying out control and inspection of movement of foods and animal feedstuff, including during their crossing of borders, is carried out by the Directorate-General for Health and Consumer Protection (DG SANCO), which, in its turn, is a structural unit of the European Commission - a control body of the EU, whose competence also includes management of risks relating to foods.

During import-export transactions involving foods of animal origin, both EU and WTO are guided by the requirements of the Terrestrial Animals Health Code of the International Office of Epizootics (IOE). According to the IOE and EU requirements all cargoes containing live animals, foods of animal origin and feedstuffs must be accompanied by an international veterinary health certificate.

Related issues:

- duplication of the functions of state control and surveillance over foods products safety;
- misbalance between the size of salary received and volume of functional duties and responsibilities of specialists employed by the authorities performing control functions at the state border;
- large number of legislative and departmental regulations.

Causes.

1. Imperfection of legislative base of Ukraine regulating implementation of state control at state border crossing points.

In Ukraine there is a number of norms and regulations used to regulate the ways to perform control functions at the state borders by the various central bodies of executive power who control the same objects (e.g. control over finished foods of animal origin is carried out by the State Sanitary and Epidemiological Service under Ministry of Public Health). The State Committee of Veterinary Medicine of Ukraine is only entrusted with a function of control and surveillance over the raw foods of animal origin (raw materials of animal origin), which is contrary to the relevant requirements of the IOE and the European Union).

2. Lack of adequate infrastructure at border crossing points and inadequate technical level of their equipment.

Limited funding available for construction and reconstruction of border crossing points causes emergency of poor infrastructure, which does not meet EU requirements.

Therefore, infrastructure of the most border crossing points requires substantial reconstruction.

3. Insufficient funding to purchase equipment (including technical and for special means of control) for installment at the state border crossing points and which would comply with the EU requirements.

4. Insufficient availability, due to low wages, of qualified specialists for carrying out state control.

5. Poor knowledge of specialists in charge of control and surveillance functions about existing requirements posed by the EU in respect to carrying out governmental control and surveillance over safety of foods, including in the process of passage of cargoes across the border.

6. Too complicated system of training of the personnel of control services due to the need to acquaint this personnel with a significant number of legal issues related to control functions, including a large number of regulations and requirements to be followed by the staff.

7. Lack of common information (digital) network.

Implications:

- reduction of the volume of import and export operations;
- reduction of the country's competitive potential;
- reduction of revenues input to the State budget of Ukraine;
- loss of time and money by the subjects of business activities;
- threat of entry to the territory of Ukraine of dangerous and low quality foods;
- threat to life and health of people, animals and plants;
- threat to the national security.

3. Policy Objectives

Main objectives to be achieved are:

- **Improvement of the legal and normative framework in order to bring existing system of state control and surveillance over safety of foods in compliance with the requirements of the EU.**

Carrying out consistent approximation of the Ukrainian legislation to the EU legislation in the field of state control and surveillance at the state border and transport helps to reduce the entry of a number of goods which do not meet required sanitary and phytosanitary requirements; prevents duplication of functions of state control and surveillance over foods safety; emphasizes principles and management tools of the national systems for foods safety control.

This also contributes to decrease of import of dangerous and poor-quality foods products to the territory of our country, which, in its turn, increases the level of protection of health and life of humans, animals and plants.

- **Creation of adequate infrastructure for border crossing points, which must comply with requirements posed by the control system and meet the European standards.**

Decision of the Cabinet of Ministers of Ukraine on “General requirements for arrangement of the state border crossing points” dated August 17, 2002, ¹ 1142 stipulates that in order to ensure effective functioning of border crossing points they need to be fully equipped with appropriate technical and special equipment, such as: automated means of controls, means of communication, continuous (24 hours) power supply (including installment of autonomous, stand-by lighting systems), TV-monitoring systems and adequate sanitary engineering equipment.

Created at the border crossing points should be special zones (sites) for carrying out control of physical persons, transport vehicles, cargoes and other property items. Such sites should also be used to store detained goods, parking of vehicles used to carrying oversized, heavy and dangerous cargoes, as well as for implementation of cargo disinfection works. The sites should be equipped with stationary technical equipment for radiation control of cargoes, TV-monitoring, alarm signalization, etc.

Concerning detained cargoes which should be stored in enclosed premises, it is necessary to envisage construction of storage warehouses equipped with footlights and ramps for servicing railroad wagons or road traffic vehicles as well as installment of mechanisms for carrying out cargo loading-unloading works.

For storage of detained foods, medicines, chemicals, etc it is necessary to envisage construction of specialized storage premises, including the ones equipped with refrigerators, which should be equipped in compliance with the established requirements.

Besides that, it is also necessary to build, with due account for environmental factors, good access roads to the border crossing points, secure reliable information support, provide lighting and fencing.

- **Upgrading skills of employees of the control authorities through a system of training workshops.**

At the present time, issues of arrangement of state border crossing points is regulated by a number of legal norms and regulations of different legal force and validity - international treaties, laws of Ukraine, decisions of the Government, orders of ministries and departments.

Every individual central body of executive power is granted an authority, within the framework of its internal regulations, to regulate procedures of state control and surveillance at the state border crossing points. In connection with this, improvement of the system of upgrading of the skills of the staff of border crossing points faces a problem related to the need to include into training a great number of legal and normative issues concerning implementation of control functions.

4. Policy Alternatives

Principal directions for solution of the existing problems include study of the European Union experience.

System of control over foods safety and quality, in particular, at the points of cargo passage through state border, should be based on the following principles:

- versatility and integration;
- division of responsibility for securing safety of products and provision of information to customers;
- justification of control action on the basis of risk analyses;
- usage, under certain circumstances, of some precautionary voluntary measures.

With due account for the above-mentioned, two alternative solutions of the problem are proposed:

Alternative solution 1.

Improvement of the system of state veterinary and phytosanitary control and surveillance at the state border crossing points through adoption by the Government of the relevant decision concerning precise implementation of functions by each body exercising control functions.

The result of such innovation will be:

- reduction of time needed to carry out control inspection of the cargoes passing through points of the state border control;
- establishment of clear system of training and skills improvement, for the staff of control authorities functioning at the state border and transport, by introduction of training courses aimed at study of the European legislation;
- reduction of time and expenses by the subjects of economic activity.

Alternative solution 2.

Creation of decentralized system of the state veterinary and phytosanitary control and surveillance at the state border crossing points in accordance with the EU requirements.

In the process of reformation of the system of control and surveillance of safety and quality, an issue arises concerning establishment of a single, specially authorized authority which would manage the system of state control and carry out its own departmental control. Furthermore, this body should also be responsible for the function of registration of operators of foods products market (for purposes of the official control).

Experience of the European Union shows that only existence of a single state authoritative body, responsible for control of foods on their way from a field to a consumer table makes it possible to avoid a number of problems that preclude the state system of control to be effective and bring expected results and, as well, prevent occurrence of unjustified obstacles to entrepreneurial business activities.

However, this will require reorganization of governmental control authorities in direction of their decentralization (transfer) of the relevant functions of control and surveillance of foods safety. Thus, State Committee of Veterinary Medicine of Ukraine should be put in charge of state control and surveillance over ready-made foods at state border crossing points. These control functions will complement those control functions which are currently entrusted to the State service of veterinary medicine (state control and surveillance over health and welfare of animals, control of raw foods of animal origin, reproductive materials, biological products, pathological materials, veterinary preparations, substances, food additives and feedstuffs).

Phytosanitary control will be carried out by the Quarantine Service of Ukraine.

The result of such innovation will be:

- increase of efficiency, effectiveness and transparency of official control;
- development of new laws and departmental norms and regulations;
- equipment of border crossing points with technical and specialized equipment;
- elimination of unjustified (in terms of securing foods safety and individual quality indices of the foods) obstacles to business activities;
- compliance of the national governmental control and surveillance practices with requirements of the EU.

Appendixes

Annex 1

Documents relating to analysis of policy and legislation Laws of Ukraine:

- Fundamentals of the legislation of Ukraine on health protection.
- “On ensuring sanitary and epidemiological welfare of population”.
- “On protection of population against infectious diseases (Article 28): sanitary protection of the territory of Ukraine is secured by implementation of anti-epidemiological measures and by carrying out sanitary and epidemiological control at the border crossing points and throughout the whole territory of Ukraine”.
- “On foods safety and quality”.
- “On veterinary medicine”.
- “On quarantine of plants”.

International documents:

- International medical and sanitary regulations.
- International Convention on Harmonization of Frontier Controls of Goods (Decree of the President of Ukraine “On accession of Ukraine to the International Convention on the Harmonization of Frontier Controls of Goods”, dated July 4, 2002, ¹ 616/2002).
- Terrestrial Animal Health Code of International Office of Epizootics.
- Aquatic Animal Health Code of International Office of Epizootics.

Decisions of the Cabinet of Ministers of Ukraine:

- Rules of sanitary protection of the territory of Ukraine, dated 24.04.1999, ¹ 696.
- On implementation of preliminary documental control of goods at points of crossing of the state border of Ukraine, dated 13.04.2005, ¹ 269 (with amendments).
- Procedure for charging a single fee at the state border crossing points, dated 24.10. 2002, ¹ 569.
- On issues of passage across the state border of road, water, rail and air transport vehicles, as well as carriers and goods moving together with these vehicles, dated 24.12.2003, ¹ 1989 (with amendments).

- On approval of the general requirements for arrangement of the state border crossing points, dated 4.09.2003, ¹ 1402 (with amendments).
- Regulation on state border crossing points, dated 03.08.2000, ¹ 1203.

Orders of the Cabinet Ministers of Ukraine:

- On approval of the list of crossing points at the custom border of Ukraine through which an entry to its custom territory , export outside its border and transit movement of some types of goods is to be carried out, dated 25.07.2007, ¹ 570-p (with amendments).
- On organization of work of the bodies which carry out control of goods and means of transport on the principle of “single office” at the time of their crossing through, dated 1.03.2007, ¹ 78.

Orders of the Ministry of Public Health:

- Order of the Ministry of Public Health of Ukraine “On approval of regulations concerning special sanitary and quarantine departments”, dated 23.02.2000, ¹ 31, registered at the Ministry of Justice on 17.08.2000, ¹ 519/4740;
- Order of the Ministry of Public Health of Ukraine “On the implementation of Decision of the Cabinet of Ministers of Ukraine dated 13.04.2005, ¹ 269”, dated 17.08.2005, ¹ 413 (this order transferred function of preliminary documental control of goods , subject to sanitary control, to customs authorities and, accordingly, recalled and redistributed staff schedule of the employees of the sanitary and epidemiological control departments who previously carried out the above mentioned type of control at border crossing points).

Orders of the State Committee of Veterinary Medicine of Ukraine:

- Order of the Chief State Inspector of Veterinary Medicine of Ukraine “On approval of the Rules of passage of cargoes, subject to control by the Department of the state veterinary medicine, across the state border of Ukraine”, dated 27.12.1999, ¹ 49, registered at the Ministry of Justice on 10.01.2000, ¹ 9/4230.
- Order of the State Committee of Veterinary Medicine “On approval of the rules of issuance of veterinary documents for goods subject to mandatory veterinary-sanitary control and surveillance”, dated 19.04.2005, ¹ 32 registered at the Ministry of Justice on 15.06.2005, ¹ 659/10939.
- Order of the State Department of Veterinary Medicine “On approval of Veterinary requirements in respect to import in Ukraine of objects subject to state veterinary-sanitary control and surveillance”, dated 16.06.2004, ¹ 71, registered in the Ministry of Justice on 23.06.2004, ¹ 768/9367.

Joint orders:

- Order of the State Customs Service of Ukraine, Administration of State Border Guard Service, Ministry of Public Health of Ukraine, Ministry of Agrarian Policy of Ukraine, Ministry of Environment and Natural Resources of Ukraine, Ministry of Culture and Tourism of Ukraine “On approval of Instruction for organization of implementation of preliminary documental control of goods that are brought to customs territory of Ukraine”, dated 31.08.2005, ¹ 819/641/435/441/310/592, registered in the Ministry of Justice on 16.09.2005, ¹ 1062/11342 (with amendments).
- Order of the State Customs Service of Ukraine, Administration of State Border Guard Service, Ministry of Public Health of Ukraine, Ministry of Agrarian Policy of Ukraine, Ministry of Environment and Natural Resources of Ukraine, Ministry of Culture and Tourism of Ukraine, Ministry of Transport and Communications of Ukraine “On approval of the List of goods which are subject to mandatory sanitary, veterinary, phytosanitary, radiological and ecological control as well as control over movement of items of cultural value at the state border crossing points” dated 27.03.2009, ¹ 265/211/191/210/14/147/326, registered in the Ministry on 08.04.2009, ¹ 320/16336.

Annex 2

Pursuant to provisions of the **WTO Agreement on Sanitary and Phytosanitary Measures** that are now also valid in Ukraine in accordance with the Law of Ukraine “On ratification of the **World Trade Organization (WTO) accession protocol**”, dated 10.04.2008, ¹ 250-VI, a sanitary or phytosanitary measure is any measure which is implemented in order to:

- protect animal or plant life or health within the territory of the WTO member country from risks arising as from entry, establishment or spread of pests, diseases, disease-carrying organisms or disease-causing organisms;
- protect human or animal life or health within the territory of the WTO member country from risks arising from additives, contaminants, toxins or disease-causing organisms in foods, beverages or feedstuffs;
- protect human life or health within the territory of the WTO member country from risks arising from diseases carried by animals, plants or products thereof, or from the entry, establishment or spread of pests;
- prevent or limit other damage within the territory of the WTO member country from the entry, establishment or spread of pests.

- prevent or limit other damage within the territory of the WTO member country from the entry, establishment or spread of pests. Sanitary or phytosanitary measures also include all relevant laws, decrees, regulations, requirements and procedures, including, inter alia, end product criteria; processes and production methods; testing, inspection, certification and approval procedures; quarantine treatments, including relevant requirements associated with the transport of animal or plants or with the materials necessary for their survival during transport; provisions on relevant statistical methods, sampling procedures and methods of risk assessment; requirements to packaging and labeling which are directly related to food safety.

The above Agreement envisages procedures of control, inspection and approval. Procedures for verification and enforcement of sanitary or phytosanitary measures should ensure that:

- such procedures are undertaken and completed without undue delay and in no less favorable manner for imported products than for like domestic products;
- competent body should promptly examine the completeness of the documentation and inform the applicant in a precise and complete manner of all deficiencies; the competent body should transmit as soon as possible the results of the procedure in a precise and complete manner to the applicant so that corrective action may be taken;
- information requirements should be limited to what is necessary for appropriate control, inspection and approval procedures;
- the confidentiality of information about imported products arising from or supplied in connection with control, inspection and approval is respected in a way no less favorable than for domestic products and in such a manner that legitimate commercial interests are protected.

International Convention on Harmonization of Frontier Controls of Goods, adopted on 21.10.1982 which Ukraine joined in accordance with the Decree of the President of Ukraine, dated 04.07.2002, ¹ 616/2002, envisages implementation of the medical, sanitary, and veterinary and phytosanitary control of all cargoes in the process of their import, export and transit across the sea, air or land borders. This Convention also envisages coordination of all types of control and stipulates the principles of its organization and information exchange requirements.

Information about the Activities of Policy Analysis Groups

The project “Development of a Network of Policy Analysis Groups in the System of Central Executive Bodies in Ukraine” is aimed at:

- promoting the development of democratic governance in Ukraine;
- promoting the strengthening of institutional capacity of central bodies of executive power for policy making;
- improving the coordination of public policy development;
- strengthening the strategic character and analytical support of decisions and enhancing the quality of overall government planning; and
- enhancing civil servants’ professionalism in developing policy proposals.

The legal basis for policy analysis groups functioning includes:

1. Order of the Cabinet of Ministers of Ukraine on “Activities of Policy Analysis Groups”, dated December 30, 2008 ¹ 43542/99/1-08.
2. Regulation of the Cabinet of Ministers of Ukraine “On approval of the year 2008 “EU – Ukraine Action Plan“, dated August 6, 2008 ¹ 1072-p.
3. Memorandum of Understanding between the Government of Ukraine and the Government of Canada concerning Ukrainian Civil Service Human Resources Management Reform Project, signed on May 26, 2008.
4. Regulation of the Cabinet of Ministers of Ukraine “On Ensuring Functioning of the Policy Analysis Groups in Central Executive Bodies and the Secretariat of the Cabinet of Ministers of Ukraine”, dated February 7, 2007 ¹ 32-p.
5. “Civil Service Development Program for 2005–2010”, approved by the Cabinet of Ministers of Ukraine on June 8, 2004 ¹ 746, with changes approved by the Cabinet of Ministers of Ukraine on September 3, 2008 ¹ 776.

The objectives of the project are the following:

- holding a series of practical target-oriented trainings and ensuring exchange of experience between the groups in respect to policy analysis, including methodology and practice of the comprehensive study of a situation and identification of a problem, assessment of its causes and implications, selection of alternative approaches to problem solution based on cost-benefit analysis and consideration of different stakeholders’ opinions;

- drafting policy documents relating to fulfillment of obligations imposed by the future EU – Ukraine Association Agreement with clear definition of tasks and steps for implementation of this Agreement;
- organizing public consultations aimed at discussion of proposed policy documents.

Policy documents developed by policy analysis groups in 2009:

- A policy on overcoming technical trade barriers: standardization and conformity assessment;
- Improvement of risk management in financial services sphere in Ukraine;
- Consultations on improving the investment climate of the agricultural sector of the Ukrainian economy;
- Dissemination of information on public procurement: adaptation of the Ukrainian legislation to the *acquis communautaire*;
- Strategy for the improvement of state sanitary and phytosanitary control and surveillance at state border crossing;
- Determination of optimal ways to reduce the level of piracy in Ukraine with respect to copyright and related rights in the course of circulation of copyright objects on tangible mediums;
- Harmonization of the national aviation safety system with European standards within the framework of the common aviation area Agreement. Participation of Ukraine in the European Aviation Safety Agency;
- Development of water resources management policy under the “Environment” Section of the EU Association Agreement;
- Priority efforts for the integration of unified power system of Ukraine into unified power systems of the European Union;
- Harmonization of Ukrainian legislation on the application of excise duty on alcohol and tobacco products in the context of the future Agreement on Association with the European Union.

Previous Initiatives on Policy Analysis

This project is a logical follow-up of the previous policy analysis initiatives carried out by the Main Department of Civil Service of Ukraine and international donors:

- “Public Policy Capacity Building” (1999–2003);
- “Establishing Policy Analysis Groups and an Information Resource Centre in the Government of Ukraine” (2000–2001);
- “The Activity of Policy Analysis Groups (PAGs) in Government Bodies in Ukraine” (2005–2006);
- “Strengthening the Institutional Capacity of Central Executive Power Bodies for Policy Making in the Context of the Concept Development of a Training and Consultative Center for the Highest Corps of Civil Servants” (2007–2008).

Firstly, such initiatives were funded by foreign donors, in particular, by the Canadian International Development Agency (CIDA) and the Swedish International Development Agency (SIDA).

Within the framework of the first project “Public Policy Capacity Building” (1999–2003) students of the National Academy of Public Administration under the President of Ukraine (NAPA) were engaged in the policy analysis training. The training included the internship in Canada and drafting of policy papers. Based upon project results, a course on policy analysis was included into the Academy’s curriculum, with practical assignments in drafting policy papers on selected topics.

The next project “Establishing Policy Analysis Groups and an Information Resource Centre in the Government of Ukraine” (2000–2001) was implemented as a joint initiative of the Cabinet of Ministers of Ukraine, International Center for Policy Studies (ICPS), Open Society Institute (OSI) and International Renaissance Foundation (IRF) with financial support from IRF under the tripartite agreement on cooperation between the Secretariat of the Cabinet of Ministers of Ukraine, ICPS and the IRF. The participants of this project were 49 governmental officials of higher and middle rank from the Ministry of Economy, Ministry of Finance and the Secretariat of the Cabinet of Ministers.

The outcome of these projects was inclusion into Regulations of the Cabinet of Ministers of Ukraine of a section that set requirements to policy documents (“policy decisions”), in particular, with regard to analysis of alternative solutions.

Upon the initiative of the Main Department of Civil Service of Ukraine, the efforts towards creation of policy analysis groups in central bodies of executive power continued in 2005. The projects were implemented by the Center for Adaptation of the Civil Service to the Standards of the European Union (the former name – Center

for Civil Service Institutional Development under the Main Department of the Civil Service of Ukraine), and were financed from the State Budget. List of policy documents developed by policy analysis groups during 2005–2008, is presented in Table 1.

In 2005–2006 the International Centre for Policy Studies implemented a project “The Activity of Policy Analysis Groups in Government Bodies in Ukraine”. The Department for International Development of the United Kingdom (DFID) and the Delegation of the European Commission to Ukraine provided assistance in engaging foreign consultants and trainers. The project results demonstrated the need to modify the training programs, to create policy analysis groups in other governmental bodies and to develop the network of policy analysis groups as a permanent forum for the articulation of new policy priorities and discussion of trends and prospects of social development.

The project “Strengthening the Institutional Capacity of Central Executive Power Bodies for Policy Making in the Context of the Concept Development of a Training and Consultative Center for the High Corps of Civil Servants”, which was implemented during 2007–2008, showed the importance of enhancing professional capacity of top civil servants in policy analysis and democratic decisions-making process. The need to acquire more knowledge and skills is emphasized in the context of participation of the government bodies in the Twinning projects.

Table 1. Analytical documents prepared by the policy analysis groups in 2005–2008

¹	Central executive body	Period of activity of PA groups	Subject of study
1.	Secretariat of the President of Ukraine	2005–2006	Strategy of democratic development of Ukraine and institutionalization of public policy tools in work of central bodies of executive government
2.	Secretariat of the Cabinet of Ministers of Ukraine	2005–2006	Democratization of decision-making process and compliance with the European requirements on applying democratic procedures in the decision-making process
3.	National Bank of Ukraine	2007–2008	Building the National Bank of Ukraine on the basis of independent, open and transparent activity
4.	Ministry of Economy of Ukraine	2005–2006	Policy and procedures for the preparation of state budget as the strategy for economic development of the country
5.	Ministry of Finance of Ukraine	2005–2006	State fiscal and taxation policy

6.	Ministry of Transport and Communication of Ukraine	2005–2006	State policy of Ukraine on integration of Ukraine to trans-European transport networks
7.	Ministry of Fuel and Energy of Ukraine	2007–2008	Creation of minimum supplies of oil and oil products
8.	Anti-Monopoly Committee of Ukraine	2005–2006	Policy in respect to liberalization of the domestic market and raise of competition at this market
9.	State Tax Administration	2007–2008	Improvements in tax information exchange
10.	State Committee of Ukraine on Technical Regulation and Consumer Policy	2005–2006	Policy of adaptation of the national legislation to norms and standards to requirements of the European Union
11.	State Nuclear Regulatory Committee of Ukraine	2007–2008	Increasing safety for resources of ionizing radiation in Ukraine
12.	State Agency of Ukraine for Investments and Innovations	2005–2006	Attracting foreign investments to Ukraine: problems and solutions
13.	State Commission on Securities and Stock Market	2007–2008	Increasing the level of corporate governance in joint-stock companies and ensuring of investors' rights
14.	National Electricity Regulatory Commission of Ukraine	2005–2006	Policy on regulation of the domestic electricity market
15.	National Space Agency of Ukraine	2005–2006	Policy on institutional development of the national space industry under market conditions
16.	Administration of State Border Service of Ukraine	2007–2008	Improvement of the system of border crossing in Ukraine for persons and transport vehicles
17.	State Department for the Execution of Punishment of Ukraine	2007–2008	Identification of the most optimal ways for minimizing the number of detainees in custody, and observance of norms for detention procedures in Ukraine

Information edition

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**Strategy for the Improvement
of State Sanitary and Phytosanitary Control
and Surveillance at State Border Crossings**

developed within the framework of the "Development of a Network of Policy Analysis
Groups in the System of Central Executive Bodies in Ukraine" project

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Publisher – Center for Adaptation of the Civil Service to the Standards of the
European Union by the Main Department of the Civil Service of Ukraine
Prorizna Str. 15, Kyiv, 01601, Ukraine
tel. (044) 278-36-50, fax (044) 278-36-44
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Certificate of State Registration № 1 3280 dated 17.09.08.