

# INFORMATION BULLETIN

# BUREAUCRAT



## CIVIL SERVICE OF UKRAINE: yesterday, today, tomorrow



Professional holiday of civil servants, according to the special Decree of the President of Ukraine, is celebrated on June 23rd — at the United Nations Public Service Day. This holiday is the acknowledgment of that important role played by the government institutions and civil service in the development of our country.

It can be admitted that civil service is now a fully established public institution, which became indispensable for progressive social and economic development of Ukraine. To further support civil

Tymofiy MOTRENKO, Head of the Main Department of the Civil Service of Ukraine:

— *We are developing civil service not just as a tool to serve the public, but also as a new model that is based on the initiative of the people and is strengthened by their potential.*

service development, the best international standards of civil service operation are being introduced, the civil servants' training system is undergoing modernization, more and more young people are appointed to managerial positions.

Ukrainian civil service has a lot to be proud of; it has examples worth to be followed. All-Ukrainian competitions „The Best Civil Servant” and „Friendly Administration” have demonstrated that.

Unfortunately, today we can also observe certain negative phenomena that are inevitable in the early formation of the civil service. Developed democratic countries overcame them, now it's time for Ukraine to meet those challenges with dignity.

Today there is an understanding that it is impossible to establish professional, politically neutral and competent civil service through solving separate tasks; the complex reform of the civil service becomes an urgent issue, especially in the sphere of improvement of the civil service legislation on the basis of European principles.

However, success of the reform lies not only in the legislative field. Prominent German politician Otto von Bismarck said: „It is quite possible to rule the country with bad laws and good bureaucrats, but if bureaucrats are bad, the best laws will not help”. Looking back in the history we can affirm that at the beginning of XX century lack of experienced managerial staff prevented the formation of young Ukrainian state, despite the fact that those activists loved Ukraine, knew and respected its history and, what is the most important, were sincere to themselves and the public.

In democratic countries people choose civil service not only because of its stability, but first of all because of patriotic motives. People who choose civil service should understand that they are serving the public and taking responsibility for welfare and future of the state.

### ISSUE CONTENTS:

HISTORY AND PERSPECTIVES OF THE CIVIL SERVICE OF UKRAINE



### Civil Service in the Historical Retrospective

Civil service is not only a work in the governmental bodies, it is also a certain attitude, moral and ethical principles, and it combines own democratic achievements with the best international practices.

Professionalism is impossible without knowing the history of own professional sphere; unfortunately, until today the history of public administration didn't receive proper attention of the historical science. During the 18 years of independence we had dozens of articles and thesis on different historical aspects of civil service, but the comprehensive research in this field is missing.

Scientific research project „History of the Civil Service in Ukraine” is intended to fulfill this gap. The project is administered by the Center for Adaptation of the Civil Service to the Standards of the European Union and performed by the Institute of History of Ukraine of National Academy of Sciences of Ukraine, with involvement of the best scientists of our country. The project duration is 1,5 years, and its interim result in the end of 2008 was the publication of „Essays on the History of the Civil Service in Ukraine”\*.

The research covers the period from the formation of the first king's power institutions of the Ancient

Rus to present-day Ukraine and focuses on the system of administrative governance, central and local levels of civil service, quantitative and qualitative characteristics of civil servants corps, etc. For each of the major historical periods of development, the researchers show flourishing and decline of various state systems on our territory, reveal mechanisms of administration of Ukrainian lands during the periods of independence and under foreign governments, and also demonstrate a huge role of personality in formation of history.

\* Essays on the History of the Civil Service in Ukraine / [O. G. Arkusha, Ye. I. Borodin, S. V. Vidnyansky and others. Editorial board: S. V. Kulchitsky (Head of the authors board/team) and others]; MDSCS, Institute of History of Ukraine, NAS of Ukraine. — K.: NikaCenter, 2008. — 536 pp.

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„Rus'ka Pravda” of king Yaroslav Mudryy (XI—XIII cc.) leads us to a conclusion that the king's officers had quite high social status and that the law protected them from external interferences.

The very first institutes of public administration were formed in the Ancient Rus and Halychina-Volyn' Kingdom, where the prince's court was the prototype of the public administration system.

One of the highest rank administrative positions of the king's court in the Halychina-Volyn State was position of the stamp holder, who kept king's stamp and used it for stamping king's documents. Kyryllo, king's stamp holder, mentioned in the Halychina-Volyn Chronicles in the review of the 1241 events, was depicted as the closest person to the king Danylo Galytsky.

Sophistication of public administration structure took place during the period of the Grand Duchy of Lithuania and Rzeczpospolita. It is interesting that in Rzeczpospolita rural communities were governed by the elected chiefs and atamans along with commanders and viyt appointed by the king.

Special autonomous political and administrative system was established at Zaporiz'ka Sich, where the procedures of Sich parliamentary system were decorated by rich Cossack ceremonies. An important part of everyday life was religiosity, which reflected the spirit and humanism of Cossacks. Political and administrative system of Ukrainian Cossack-Hetman State was quite effective: the administrative vertical consisted of colonels, centurions, and urban and rural governors.

Influential official in the Sich was a military record clerk. He had authority over almost all Sich records; under his authority was also the Chancellery of clerks and clerk assistants, signators, copying clerks and registrators which were responsible for maintaining active exchange of internal and external documents.



One of the fundamental principles of modern civil services has evolved already in the Lithuanian Statute (1588), namely the incompatibility with any other paid activity.



The civil service in the Ukrainian provinces of Russian Empire had several stages of development. The stage of aristocratic bureaucracy became determining, when every societal level, even not fully shaped, served certain obligations to the monarch, and high civil service positions were granted only to nobles, based on social origin. The system of occasional orders was replaced with permanent and specialized service with government positions, completely subordinated to the higher authority. „General Rules of Procedures” of 1720 and „Table of Ranks” of 1722 have rationalized the civil service of Russian Empire, determined a clear system of positions, hierarchy of ranks, and conditions of service, starting from the lowest levels, with essential emphasis on merit. All positions were divided into two groups: table clerks and chancellery servants. In fact it was the first legal definition of the status of civil servants of imperial Russia, which had substantially promoted the status of civil servants in the society, raised the civil service attractiveness, helped to attract new staff. In the beginning of XX century the number of public officials in the Russian Empire was 385 000. However, this amount was below European one from two to three times.

The professionalization of civil service is taking place during the nineteenth century, when superior sectoral public institutions are established. Even at that time the government was already fighting with corruption, which was divided into „bribery” (mzdoimstvo) and „corruption” (lyhoimstvo). The difference was that in the first case the bureaucrat, receiving compensation from private individuals, didn’t abuse his/her professional duties.

Since the end of XVIII to the middle of the XX century Ukrainian lands belonged to the Austrian (Austrian-Hungarian Empire), second Rzeczpospolita, Hungary and royal Romania.

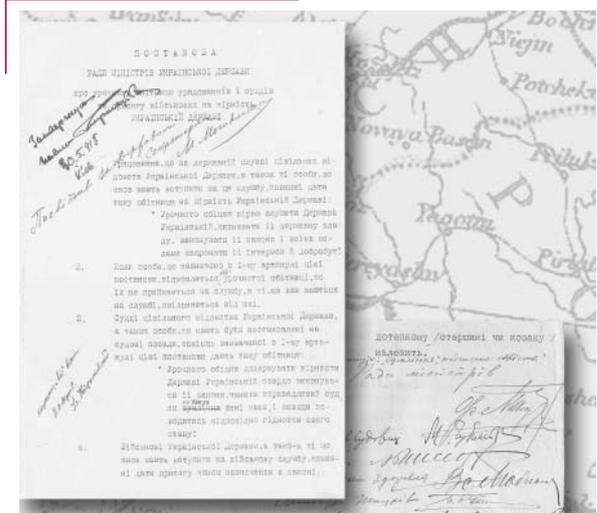
At the turn of the nineteenth and twentieth centuries there was evolving understanding that many problems of the territory are not connected with its stay under the „foreign” power: the Austrian constitutional field had really opened a lot of opportunities, which were not used due to own passiveness and habit to moan instead of work proactively. By that period of time at Galychyna’s territory the Austrian bureaucratic system had created a widespread administrative-bureaucratic apparatus with approximately 40 thousand officials. They worked at numerous German speaking chancelleries and governed over the population of Galycia, which in 1846 constituted about 2438 thousand people. Unfortunately, Ukrainian officials were in minority in these chancelleries, partially due to the fact that the choice of bureaucratic career usually meant conversion into Polish culture.

The Ukrainian national governments during 1917—1921 were prevented from gaining independence due to objective difficulties of creating government apparatus under the civil war, and also problems with recruiting professional staff.

Officially, the status of civil servants in the Ukrainian People’s Republic (UPR) had not been established, but their presence is demonstrated by the fact of maintaining governmental chancellery and some administrative apparatus, and also by some preserved identity cards which show affiliation with certain governmental institutions.

Structure of government in the UPR was formed according to the traditions of Russian government. Civil servants’ salary has also been linked to the Russian legislative tradition and depended on the employee position classification and pension level.

The most important state formation processes took place during the Ukrainian State headed by Hetman Pavlo Skoropadskiy. For the first time in history of Ukraine the status of civil servant was defined in the Law „On Regular Structuring and Maintenance of Servants in Central Public Government Institutions”,

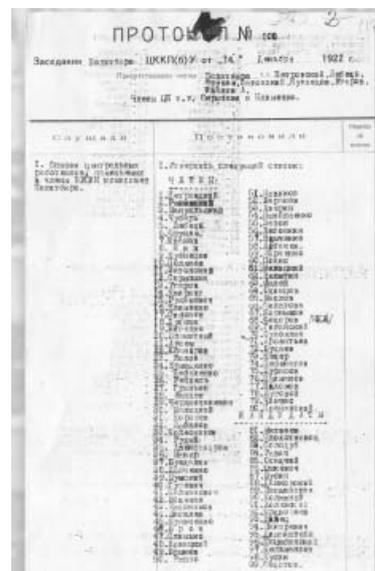


Decree of the Council of Ministers of the Ukrainian State „On the Solemn Vow of Governmental Officials and Judges and an Oath on Adherence to the Ukrainian State”, dated May 30, 1918

adopted by the Council of Ministers of the Ukrainian State and signed by Pavlo Skoropadskiy on June 26, 1918. This law provided a definition of civil servants and determined their ranks, salary levels and pension provisions. Also, a tradition of making Oath on adherence to the people was introduced by this law.

*Thus, Ukrainian civil service had started during the king times (X—XVI cent.), its national structure and traditions were formed during the Cossack period (XVII—XVIII cent.), and final legislative and institutional appearance was formed in 1918.*

Merging of party and government apparatus, which took place during the formation of totalitarian system in the Soviet Union during 1920’s and 1930’s, had negative implications on the system of public administration.



Resolution of the Political Bureau of the Central Committee of Communist Party of Ukraine „On the List of Employees, Appointed to the All-Ukrainian Central Executive Committee by the Commission of PolitBureau”, dated December 14, 1922



## NEWS

June 24, 2009 Resolution of the Government „On Amendments to the Internal Investigation Procedure Concerning Civil Servants“

June 18, 2009 Practical workshop „Modernization of the Management Techniques in the Civil Service and Local Self-Government System“, Ternopil

June 16, 2009 Practical workshop „Improvement of planning for professional training of civil servants and local self-government officials“, Ivano-Frankivsk

June 15, 2009 training on issues of civil servants' professional ethics, Alushta, Crimea

June 12, 2009 final stage of the II-nd round of the annual all-Ukrainian competition „The Best Civil Servant“

June 11, 2009 Annual Meeting on institutional building instruments (Twinning and TAIX); „Institutional days“, organized by the Directorate General of the European Commission for Enlargement jointly with the Directorate General EuropAid

June 7—12 and 14—20, 2009 study visits of Ukrainian civil servant delegation to the Kingdom of Denmark, under the „Technical assistance to public sector reforms in Ukraine“

June 19, 2009 during the visit Memorandum on Cooperation between the School of Senior Civil Service and the Danish School of Public Administration was signed

June 9—11, 2009 series of focus groups to discuss leadership competencies profiles in the civil service

June 5, 2009 last meeting of the Steering Committee and official closing of the Twinning project „Harmonisation with EU Norms of the Legislation and Standards of Ukraine in the Field of Civil Aviation“

June 4, 2009 Strategy of international cooperation of the MDCS for the period 2009—2011 is approved

June 4, 2009 joint meeting of Twinning projects coordinators from the Delegation of the European Commission in Ukraine, the Twinning Programme Administration Office, ITO project and resident Twinning advisors.

During the World War II, activities of occupational authorities' were aimed at complete exploitation of Ukrainian population. This task was performed by the military structures, which didn't delegate power to local authorities on occupied territories because of the lingering war.

Difficulties of the reconstruction period could be mostly explained by the disparity between chosen government course and expectations of the public. Government policy wasn't aimed at the individual, implementation of the government programs often stumbled over the lack of qualified civil servants. Under conditions of pending Khrushchev reforms, instability of government machinery finally led to conservative turn in the development of the USSR.

Fragmentary restriction of Party's powers and bureaucracy abuses in the late 1950s was seen as a long-awaited government orientation towards people. One of the results and effects of de-Stalinization and democratization of society was rapid increase of the number of civil groups, to several dozens of thousands, while their members' quantity amounted in millions. But a distinct feature of the Soviet democracy was orientation on purely quantitative indicators of involving as many members as possible; the low effectiveness of such groups wasn't taken into account. Overall Khrushchev actions have only partially undermined some of the most negative command and administrative methods of the former political governance model, but didn't change the model in its core.

When L. Brezhnev came to power, the „golden era“ of stability and absence of control started for the party nomenclature. This led to „stagnation“ period in the state development.

We must admit that in the Soviet system each person felt social protection from the state. But that government policy was directed on raising paternalist mentality of the citizens. Today we should move from the passive hope for the government favour to the mutual dialogue with authorities. Everyone should be an active citizen of his/her state, should be sure that his/her voice is heard by the government.

One of the conditions of democracy is fairly elected government. Interesting is that the first national elections were held in the USSR in 1937, during the period of Great Terror. Despite the fact that the ballot papers contained the name of single candidate, to enter the polling booth for anonymous voting was risky: such voter immediately got under suspicion for intention to cross off a candidate from the political block of „communists and non-partisans“.

Therefore, the civil servant today must be the first to prevent abuses and violations in the electoral process at all stages of its organization.

A myth about „the lack of information for the senior civil servants about real situation in the regions“ was cultivated in our country for a long period time. As a result, today we have low confidence to the local government authorities, because they are perceived as incompetent, corrupt and inert, while the central government is seen as close to sacral. This stereotype regarding the local government still needs to be turned over.

*Publication of „Essays on the History of the Civil Service in Ukraine“ is only the beginning: a thematic collection of historical documents and materials has been prepared in parallel with the monograph. It will contain the most significant documents and materials on the history of administrative and territorial governance, legislative framework of civil service, will touch upon the conditions of work at the civil service, etc. About a thousand of documents on this issue have been identified so far, most of them are used in the scientific research for the first time.*

*It is anticipated that the results of this scientific research project „Essays on the History of the Civil Service in Ukraine“ will be used when developing training courses on the history of civil service, in particular for the MPA programs, as well as will serve as a basis for candidate and doctoral theses on the history of civil service.*

The history of the civil service clearly convinces: if citizens' interests are in focus of governmental policy and daily work of civil servants, then the government has a high level of confidence. As a result, the society becomes more consolidated and capable for addressing current challenges.



## Civil Service at Present

Progressive civil service development in the independent Ukraine started in 1994 after adoption of the Law „On Civil Service“. In addition, a number of decrees of the President of Ukraine, and legal acts of the Cabinet of Ministers of Ukraine were enacted to promote further evolution of professional civil service.

The current stage of the civil service development is characterized by the search for optimal public administration model and adaptation of this sphere to the European standards. Since the independence of Ukraine the civil service has gone through a number of important stages in its development:

1) During 1994—1999 a legal and institutional basis for modern civil service development was established. In particular, a special authorized body on civil service was created, and the following key issues of civil service functioning were defined in legislation: ranks, recruitment and competition procedures, requirements for professional training, procedures of service length calculation, maintenance of personnel files for civil servants, cadre reserve formation, etc. The civil service system includes seven categories of positions and 15 ranks, each category includes several positions, civil servants can be classified at three different ranks within each category. A training system for professional development of civil servants was also formed during this period;

2) During 2000—2004 the priorities for civil service reform and its further development were defined by the Strategy of Civil Service System Reform in Ukraine. The Strategy stipulated changes in procedures of internal investigations, cadre reserve formation, staff recruitment, performance evaluation of civil servants, as well as improvement of work of HRM units. It has also created conditions for attracting young people to civil service and environment for their professional growth. The Concept of Ukrainian

Civil Service Adaptation to the Standards of the European Union laid the foundation for further transformation of the civil service;

3) Starting 2005, civil service reform activities are shaped by the implementation of 2005-2010 Civil Service Development Program and by the priorities of its adaptation to the EU standards..

Tab. 1. Resource allocation for civil service development

Total expenditures planned in the 2005—2010 Civil Service Development Program	UAH 452,7 million
Expenditure planned in the Program for the period of 2005—2008	UAH 283,7 million
Actually funded in 2005—2008	UAH 157,1 million or 55,6 %

In the beginning of 2009, the Main Department of the Civil Service of Ukraine has developed the International Cooperation Strategy for the Period of 2009-2011, which is now in the implementation phase. So far, external technical assistance in the sphere of civil service reform in Ukraine amounts in more than UAH 60 million.

Tab. 2. International assistance involved in the civil service reform

Project name	Donor	Resources
Ukrainian Civil Service Human Resources Management reform	Canada	€ 2,9 million for 4 years
Technical Support to Public Sector Reform in Ukraine	Denmark	€ 1,4 million for 2 years
Support to the Civil Service Reform	Ireland	€ 1 million for 2 years
Implementation of Twinning Operations in Ukraine	EU	€ 1,9 million for 2 years
Technical Assistance and Information Exchange Instrument (TAIEX)	EU	€ 1 million for 2 years

As of January 1, 2009 there were 290 765 civil servants in Ukraine. During 2008 their number has increased by more than 14 thousand, ratio of civil servants to general population of Ukraine has also increased. These changes mainly happened due to the increase of quantity of territorial offices of central executive government bodies, judiciary and prosecutor bodies.



The Law of Ukraine „On civil service“ # 3723-XII, December 16, 1993

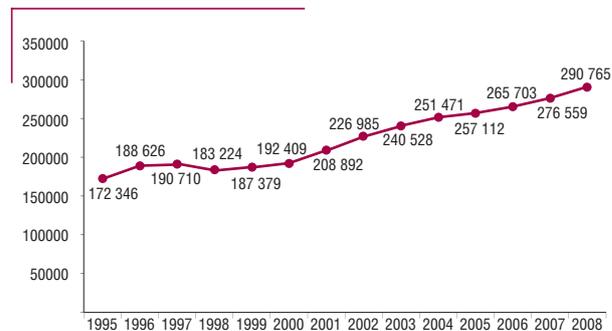


Chart 1. Growth rate of the civil servants quantity



Nevertheless, the ratio of civil servants quantity to the total population in Ukraine remains one of the lowest in Europe: one civil servant per 200 citizens.

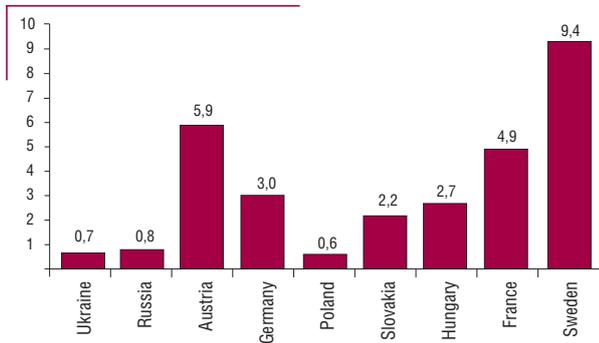


Chart 2. Ratio of civil servants quantity to the total population, %

Analysis of civil servants' age structure shows that more and more young people join the civil service, while the experienced oldest part also remain stable. Over the last few years share of civil servants younger than 27 years is stable at the level of about 25%.

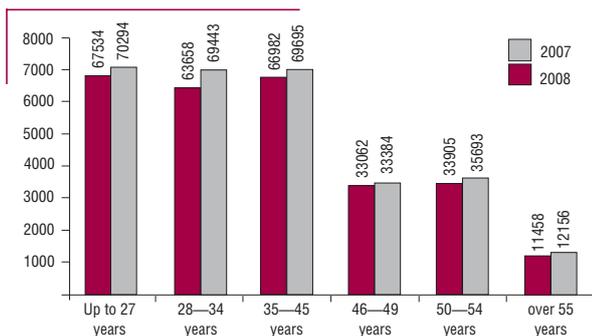


Chart 3. Age Distribution of Civil Servants, number of persons

One of the significant challenges to professionalization of civil service is a high ratio of managers with relatively short work experience: over 15 % of managers have work experience less than 5 years.

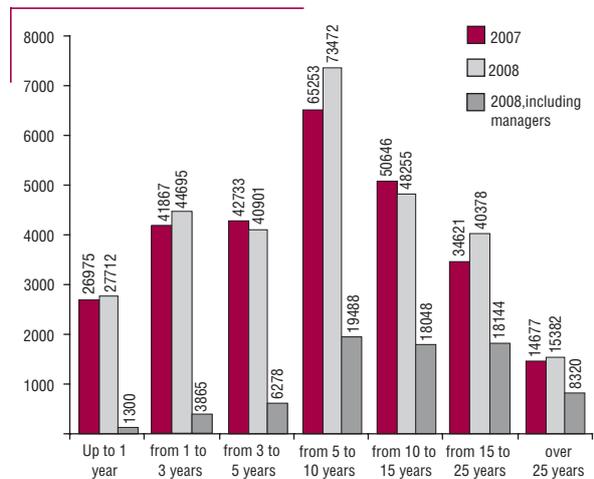


Chart 4. Distribution of civil servants according to work experience in the civil service, %

In general, the ratio of male and female civil servants in Ukraine is stable during the last few years and equals to approximately 1:3. Although there is a tendency of increasing the number of woman at managerial positions, the quantity of women at lower positions is overwhelming and is almost 80 %. Thus today the issue of gender equality becomes one of the policy priorities.

Personnel turnover remains very high — even despite some recent reduction almost 40 thousand civil servants left civil service during the previous year. Very high turnover remains at the top management level, which means that the most qualified personnel is leaving the civil service

Civil servants	Total quantity of civil servants	Civil service staff turnover		Civil servants quantity			
		Left (persons)	turnover (%)	men		women	
				persons	%	persons	%
<b>Total in Ukraine</b>	<b>290 765</b>	<b>39 726</b>	<b>13,7</b>	<b>71 565</b>	<b>24,6</b>	<b>219 200</b>	<b>75,4</b>
<b>Managers, including the following categories:</b>	<b>75 443</b>	<b>8 805</b>	<b>11,7</b>	<b>27 160</b>	<b>36,0</b>	<b>48 283</b>	<b>64,0</b>
I	330	73	22,1	289	87,6	41	12,4
II	1496	292	19,5	1141	76,3	355	23,7
III	3617	501	13,9	2186	60,4	1431	39,6
IV	8613	1235	14,3	4580	53,2	4033	46,8
V	23018	2624	11,4	7312	31,8	15 706	68,2
VI	38 369	4080	10,6	11 652	30,4	26 717	69,6
<b>Specialists, including the following categories:</b>	<b>215 322</b>	<b>30 921</b>	<b>14,4</b>	<b>44 405</b>	<b>20,6</b>	<b>170 917</b>	<b>79,4</b>
II	129	23	17,8	71	55,0	58	45,0
III	3652	321	8,8	1317	36,1	2335	63,9
IV	3856	735	19,1	1436	37,2	2420	62,8
V	30 120	4199	13,9	8748	29,0	21 372	71,0
VI	82 628	11 859	14,4	17 609	21,3	65 019	78,7
VII	94 937	13 784	14,5	15 224	16,0	79 713	84,0

Tab. 3. Distribution of civil servants by sex and civil servants turnover indicators



### Recent developments in the field of public administration and civil service reform

#### *Legislative initiatives in the area of civil service:*

- reforming the civil service legislative base (draft law of Ukraine „On Civil Service“ (new version))
- enhancing civil servants' professional ethics (draft Laws of Ukraine „On Integrity of Public Officials“ and „On Conflict of Interest in the Civil Service and the Service in Local Self-Government Bodies“);
- a number of legislative proposals on different civil service issues;
- involving SIGMA Programme experts to reform key areas of public administration of Ukraine.

#### *Improvement of the state executive bodies' functioning:*

- introducing quality management system (ISO standard 9001:2001) in the public sector;
- conducting functional review of executive government bodies, creating registry of government functions;
- developing proposals for streamlining executive government system and structure;
- launching All-Ukrainian Competition „Friendly Administration“.

#### *Implementation of modern HR management standards and procedures in the civil service:*

- establishing joint Ukrainian-Canadian Civil Service Human Resources Management Reform Project;
- involving additional support of international donors on various key aspects of civil service reform;
- establishing HR Council of central executive government bodies;
- reforming a nation-wide system for civil servants' professional education;
- initiating annual All-Ukrainian civil servants competition „The Best Civil Servant“.

#### *Improvement and further development of the system of training, re-training and professional development of civil servants:*

- establishing the School of Senior Civil Service;
- institutionalizing and developing policy analysis groups within ministries and other central executive authorities
- fully updated system of civil servants education and training;
- dissemination of Twinning and TAIEX European institutional building instruments (Ukraine is a regional leader according to the 2007—2008 results).

#### *Introduction of e-government projects:*

- building informational infrastructure;
- implementing pilot project to introduce electronic workflow in MDSC;
- developing web-resources, improving the content of official web-sites of the executive government bodies;
- using modern information technologies for human resource management in the civil service (development of the „Kartka“(Card) system, designing of the National Database of Electronic Personnel Files for Civil Servants and Employees of Local Self-Government).

Comparing to other types of economic activity, civil service offers third by the size average salary. Thus, civil service is one of the most stable employers, ensuring small but steady income. This is especially important during the global financial crisis, when its consequences touch all spheres of social and economic life.

Among other important benefits of the civil service are opportunities for professional development and training. It should be noted here that Ukrainian civil servants are among the most educated in the world (over 80% of civil servants have full higher education). Network of professional training institutions in the educational field of public administration, established with licensing and accreditation mechanisms, includes the following:

- National Academy of Public Administration under the President of Ukraine, and its 4 regional institutes in Dnipropetrovsk, Lviv, Odessa and Kharkiv;
- 16 higher education institutions, licensed and accredited for providing master degrees in Public Administration and Civil Service;
- 23 centers of training and professional development for employees of government bodies, local self-government bodies, public enterprises and organizations; 35 specialized sectoral institutes of higher and postgraduate education, which are licensed for civil servants professional development.

More than 18 thousand civil servants and officials of local self-government bodies received graduate and post-graduate degrees in public administration since the beginning of system functioning. Every year over 50 thousand civil servants and employees of local self-government bodies (which constitutes about 70% of the real need) go through professional development programs. The role of trainings is professional development is growing: in 2008, there were 544 trainings conducted, 4594 civil servants and 3417 employees of local self-government attended those trainings.

Unfortunately, today very low percentage of the workforce is adequately prepared for work in the civil service. To improve the situation, competitive environment for professional education is gradually created: for example, over the last 5 years a number of institutions offering master programs in public administration has almost doubled — from 8 to 15, and it is planned to increase this number up to 23 institutions.

In 2008 the Government has launched implementation of the State Program of Training, Retraining and Professional Development of Civil Servants in the Area of European and Euro-Atlantic Integration of Ukraine for the period of 2008—2011. Under this Program, the total funding for trainings allocated from state and local budgets equals UAH 84 million for the whole period of Program implementation, including UAH 22 million for the civil servants foreign language training.

It's planned that over 110 thousand people will undergo trainings in the framework of abovementioned Program. The main distinction of the current Program



from the previous one is strengthened accountability for effective use of funds and achieving results.

High-quality performance of the civil service is impossible without effective management on the part of senior civil servants. In October 2008 the School of Senior Civil Service was established with a mission of providing ongoing professional development for senior civil servants according to the best European governance standards. Through intensive trainings, senior civil servants will gain modern managerial skills, including policy analysis, strategic planning and change management.

Another important area of civil service modernization is public consultations: new mechanisms of public communications and consultations have been recently introduced, including such mechanisms as on-site meetings and discussions, thematic direct hotlines, Internet communication, etc.

### Further steps in civil service reform

Today, all stakeholders — civil servants, experts, and general public — unanimously admit the need for further civil service reform. Key challenges facing the civil service in Ukraine were identified back in 2003, based on the results of governance system assessment using the SIGMA/OECD baselines of democratic governance.

The main challenge is ineffective legislative regulation of the civil service. Existing draft laws, aimed at significant reform and renewal of the civil service, still remain unimplemented. Thus, the main task for today is adoption of the new version of the Law „On Civil Service“ and a number of other legal acts aimed at introduction of European principles into the organization of civil service in Ukraine.

The first issue, which is one of the foundations of democratic governance, and which requires legislative change is separation of political activities and professional civil service. Civil servants should be protected from political influences by the law.

The second systematic problem is low institutional capacity of the civil service. Civil service is a tool used by governmental bodies to perform state functions, so the primary task is to clearly define state functions in the legislation. The structure of executive government should correspond to these functions, and, taking into account current government policy priorities — goals and objectives of government bodies should be defined. It should be noted here that artificial reduction of administrative and managerial staff or any other occasional actions, as a rule, do not improve quality of public administration and even often have negative effects.

Human resources management in the civil service is found unsatisfactory by the SIGMA/OECD experts.

One of the causes of such situation is inefficient system of classification of civil service positions and territorial discrepancies among ministries.

Despite numerous changes to the legislation, some of the civil servants' status and career issues remain uncertain. Specifically, among tasks that need to be addressed are the following: ensuring transparency and predictability of salary, which should not depend on manager's will, and protecting civil servants from illegal managers' orders.

Professionalism, as one of the pivotal principles of civil service, has not become defining in the staff recruitment process. In order to attract the most competent and qualified specialists, it is necessary to ensure competitive hiring process, based on the testing results, as well as a merit based promotion.

Professional development of the senior civil service requires introduction of leadership competency profiles, which will determine necessary knowledge and skills for the managerial staff in the civil service.

Improving the efficiency of public administration is also linked to introduction of electronic governance. It can significantly strengthen public oversight over the policy development and implementation, and open new possibilities of communication between citizens and public officials.

Another vital task is to create the National Database of Electronic Personnel Files of Civil Servants and Employees of Local Self-Government. Electronic records will provide interactive services relating to, among others, placing vacancy announcements, searching for vacancies, collecting information on civil service employees, accessing data from personnel files via dedicated web porta.

Modernization of the HRM system in the civil service today also includes such tasks as development of the new classification system and improving annual performance evaluation procedures, which are in the process of implementation. Reform of the civil service based on the principles of the European democracy, as well as on the national traditions of democratic governance will help to address some of the systematic problems of public administration in Ukraine.

Everyone should perform his/her tasks professionally and with dignity and be aware of his/her responsibility for the results. This principle is of primary importance for those whose work determines the state and society welfare. The winner of 2008 All-Ukrainian Competition „The best civil servant“ Olena Shapran in her award ceremony speech admitted that civil servants should *„have strength of spirit, courage and wisdom to disclaim, through own example, those shameful labels which civil service has because of the random people which probably did a mistake with choice of profession when they came to our team“*. ★



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