



**MAIN DEPARTMENT
OF THE CIVIL SERVICE OF UKRAINE**

**PROFESSIONAL
CIVIL
SERVICE:**

**WHAT HAS BEEN DONE
AND WHAT IS NEXT?**

**Public report
on activity in 2007**

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¹ Twinning (from English „twins”) — a project of technical assistance of the EU, which consists in technical cooperation between analogous state authorities of a state – candidate for the EU membership or a state- neighbour of the EU and a member state of the EU

² Technical Assistance Information Exchange — Technical assistance through the exchange of information

³ Support for Improvement in Governance and Management — a joint program of the European Commission and the Organization for Economic Cooperation and Development.

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ON ENSURING THE INTEGRITY AND EFFICIENCY OF THE CIVIL SERVICE

Efficiency and integrity. These principles are fundamental for the civil service of any modern democratic state. Solid professional training and constant professional development, a proper system of encouragement and ensuring civil servants' rights and duties belong to the integral features of the most efficient civil service systems of the world. A comprehensive legislative and normative basis, effective prevention of corruption and uncompromising struggle against corrupt practices, transparency and openness of public administration are prerequisites for the integrity of civil servants' conduct.

Measures intended to move Ukraine's civil service in the direction of international best practices in these spheres were among the key priorities of the activities of the Main Department of the Civil Service of Ukraine (MDCSU) in 2007. A new edition of the civil service law, draft laws on the integrity of public officials, on the encouragement and disciplinary liability of a civil servant, which were prepared by experts of the MDCSU, are collectively intended to lay the legal foundation for the integrity of the civil service in Ukraine.

Society increasingly expects government to ensure proper public administration, which does not allow private interests, business and other connections of officials to discredit the state's decision-making mechanism or to undermine the state's authority. Therefore, the efforts of the Main Department of the Civil Service of Ukraine in 2007 were focused on the issues of preventing corruption and addressing conflict of interest — areas in which regulation is an important precondition for increasing the efficiency of public administration.

Measures taken towards implementing European institutional building tools for the machinery of government, improvements in the quality management system in state authorities as well as reform of the system of professional training in the sphere of the civil service were also focused upon increasing efficiency of public administration.

These are only some of the key spheres of the activity of the Main Department of the Civil Service of Ukraine during last year. Its results and problems as well as future priorities are the focus of the Public Report that you are holding in your hands. I hope that the Report will contribute to engaging politicians and citizens, public activists and civil servants, scientists and journalists in the common work of developing an efficient and accountable public administration system in Ukraine.



T. Motrenko

*Head of the Main Department
of the Civil Service of Ukraine*

SECTION I. FACILITATING THE ADOPTION OF NEW CIVIL SERVICE LEGISLATION

1. Draft law of Ukraine „On Civil Service” (new version)

The legal foundations of the civil service of Ukraine were laid as far back as 1993 when the Law of Ukraine „On Civil Service” was enacted. Nearly fifteen years have passed since that time, with Ukraine declaring accession to the European community as its strategic goal. This goal requires fundamental modernization of the civil service system. A new edition of the law on civil service shall serve as a basis for Ukraine’s approximation with best European practices in public administration.

The need for a new edition of the Law is set out in the Program of Development of the Civil Service of Ukraine for the years 2005 – 2010 (approved by the government’s resolution # 746 dated 08.06.2004), in the EU-Ukraine Action Plan and in a range of decrees of the President of Ukraine.

In 2007 the Main Department of the Civil Service of Ukraine continued its challenging work in elaborating and endorsing a new edition.

The first phase of drafting lasted until June 2007. In March, the draft law was agreed to with the Ministry of Justice, and on April 5, was examined at a session of the Government Committee on Legal Policy, Defense, International Cooperation and European Integration. Based upon the session’s results, the draft was finalized, and afterwards submitted for endorsement to ministries, other central executive agencies, city state administrations of Kyiv and Sevastopol, regional state administrations, and the Council of Ministers of the Autonomous Republic of Crimea. At the end of April, the Main Department of the Civil Service of Ukraine addressed a range of central executive bodies and other state organs with the request to submit their proposals regarding a correlation between categories of positions and ranks in the civil service, on one hand, and military ranks, diplomatic ranks and other special titles, on the other hand, in order to further elaborate a respective legal norm in the law draft.

In addition to these activities, scientific research on the issue „Impact Analysis of the Draft Law of Ukraine „On Civil Service” on Other Legislation, Comparative Analysis of the Characteristics of Civil Service and Service in Local Self-Government Bodies, as well as of Legal Status of Employees of State Organs and Self-Government Bodies” was conducted at the request of Center for Support of Civil Service Institutional Development (it was launched in 2006).

On June 8, 2007, the law draft was submitted for re-endorsement to ministries and for legal expertise to the Ministry of Justice of Ukraine.

A second phase of the work began in June and resulted in the introduction of the bill in the Verkhovna Rada of Ukraine. On July 16 the agreed version was submitted for the consideration of the Cabinet of Ministers of Ukraine. On September 14 it was reviewed and generally approved by the Government Committee on National Security, Defense and Law-Enforcement under the chairmanship of the Vice-Prime-Minister of Ukraine. On September 19, for the second time in the history of Ukraine, Cabinet examined the complex issue of the civil service’s development at its session and approved the new edition.

On September 20, the decree of the President of Ukraine # 900/2007 „On Measures towards Civil Service Reform in Ukraine and Protection of Constitutional Rights of Civil Servants”, which formulated political requirements to fundamental norms of a future law „On Civil Service”, was promulgated.

With the consideration of these requirements, on September 20, 2007, the Cabinet of Ministers of Ukraine introduced the draft law of Ukraine (new edition) in the Verkhovna Rada of Ukraine (registration number 4065 of 20.09.2007)

Yet, because the bill had not been passed at its first reading before the term of office of the Verkhovna Rada of the fifth convocation expired, starting from November 23, 2007 it has been considered as withdrawn. A copy of the draft Law of Ukraine „On Civil Service” (new edition) that had been withdrawn was sent to the Main Department of Civil Service of Ukraine for an assessment of its urgency.

In 2008, the Main Department of Civil Service of Ukraine intends to renew the task force’s work in finalizing the law draft, with the purpose of restoring those innovations that were lost during the endorsement procedure in 2007.

2. Draft law of Ukraine „On Integrity of Public Officials”

Resolute struggle against corruption was one of the tasks of the Action Plan „Ten Steps Towards People” within the electoral platform of a candidate for the President of Ukraine Viktor Yushenko. Drafting a corresponding law aimed to fulfill this pledge.

Elaboration of the draft Law of Ukraine „On Integrity of Public Officials” was done in two stages. The first stage was launched in 2005 by joint efforts of the Ministry of Justice of Ukraine and the Main Department of the Civil Service of Ukraine. The drafting of this law was stipulated in the decrees of the President of

Ukraine # 1615 dated 18.11.05 „On Urgent Measures to Dethaw the Economy and Counteract Corruption”, # 39 dated 20.01.06 „On Approval of the Action Plan on Fulfilling Obligations and Commitments Deriving from Ukraine’s Membership in the Council of Europe”, as well as by the Action Plan of the Cabinet of Ministers of Ukraine „Towards the People”, which was approved by the government’s resolution # 324 dated 06.05.05.

The draft law is considered **one of the instruments to intensify struggle against corruption in Ukraine**. This is emphasized in the resolution of the Cabinet of Ministers of Ukraine # 1673 dated 29.11.07 „On State of Financial and Budget Discipline, Measures towards Intensifying Struggle against Corruption and Control over Use of State Property and Financial Resources”, as well as the government order # 657-p dated 15.08.07 „On Approval of the Action Plan towards Implementation of the Concept of Struggling against Corruption in Ukraine „On the Way to Integrity”.

At the end of 2006 the Ministry of Justice of Ukraine, at that time — a chief developer of the project, informed the Cabinet of Ministers of Ukraine about inexpediency of the law’s passage (letter # 115-9-9675 dated 20.12.06). The Main Department of the Civil Service of Ukraine addressed the government with a proposal to order its drafting to the MDCSU (with the involvement of the Ministry of Justice). Such an order was given on April 5, 2007.

Since then, a second stage of working on the bill started. Already at the end of June a task force, which included representatives of the Main Department of the Civil Service of Ukraine, Ministry of Justice, State TV and radio broadcasting committee and Kyiv National University of Internal Affairs, developed a first version of the bill. In July the debate on this draft was held in ministries, other central executive agencies, in city state administrations of Kyiv and Sevastopol, in oblast state administrations, in the Council of Ministers of the autonomous Republic of Crimea, and in NGOs. The remarks and proposals, which emerged in the discussion, were reflected in final version of the bill, prepared at the end of August

The overwhelming majority of public and local authorities (103 out of 108 bodies that received the law draft) supported the project. Ministry of Foreign Affairs, Ministry of Transport, Ministry of Finance, Supreme Economic Court of Ukraine and Kyiv state city administration did not support it. 12 agencies had remarks about the title, and another 56 public authorities expressed general remarks.

The above mentioned law draft provides for the elaboration of more detailed rules and provisions that shall regulate requirements to the conduct of public officials, who are authorized to perform state duties.

Elaboration and adoption of any legal acts shall follow broad consultations with legitimate interest groups (the general public).

Above all, such a bill should be developed not by the public officials themselves, but by the consumers of their services — citizens (society).

That is why in 2007 the Main Department of the Civil Service of Ukraine introduced a consecutive stage of the civil service’s reform through consultation with the general public.

In particular, in September-December 2007 the indicated draft law was proposed for public debate on the issue: „Strategy of Civil Service Reform: Improvement of Legislation, Professional Training System and Enhancing the Responsibility of Civil Servants and Officials in Local Government”, which was held by the Main Department of the Civil Service of Ukraine in cooperation with territorial organs.

The public debate resulted in submitting of more than 950 remarks and proposals to the bill „On Integrity of Public Officials”.

On December 4, 2007, the Main Department of the Civil Service of Ukraine submitted the bill, which had been edited in correspondence with the outcomes of the public debate, to executive bodies for final endorsement, before its prospective introduction in the Cabinet of Ministers of Ukraine. Yet, due to the approval of a new personal composition of the government by the Verkhovna Rada of Ukraine, the bill was submitted for repeat endorsement.

Public debate about the draft law of Ukraine „On Integrity of Public Officials”

The draft law aims to establish clear rules and norms that shall be observed by public officials (who are authorized to perform state duties), in particular, while rendering services to citizens in various spheres. Therefore, not so much the persons, who are authorized by the state to render services to citizens, as citizens themselves, who are consumers of these services, should be authors of such a bill.

The Main Department of the Civil Service of Ukraine was guided by this particular interpretation of the law’s mission when it organized broad public debate about the bill in September-November 2007 period. The debate was dedicated to the issue „Strategy of Civil Service Reform: Improvement of Legislation, Professional Training System and Enhancing Responsibility of Civil Servants and Officials in Local Government”.

It was launched with the press conference of the MDCSU’s Head Timofiy Motrenko, which was held on August 25, 2007 at the premises of the Ukrainian national informational agency Ukrinform. At the end of August, the draft law was discussed at a round table at Chernoveckiy National University named after Y. Fedkovich, attended by the first deputy Head of the MDCSU M. Borsuk, and on September 17-21, 2007 — at the round table entitled „Creation of the Code of Civil Servants’ Professional Ethics”, which was held by the US Justice Department within the framework of the implementation of the Agreement on

Strategic Cooperation with the Government of the United States of America.

On October 9 the draft law was reviewed at a round table with the participation of the leadership of the Main Department of the Civil Service of Ukraine, National Academy of Public Administration by the President of Ukraine, directors of master's programs in Civil Service in high educational establishments, heads of civil service departments of the MDCSU in the oblasts of Ukraine, representatives of the Ministry of Justice and the Ministry of Internal Affairs of Ukraine. Next day it was at the centre of attention during a session of the Public Council by the Main Department of the Civil Service of Ukraine.

On October 26, a public hearing on the topic „**Regulation of Conflict of Interest in the Civil Service – Priority Sphere in Fighting Corruption**” was held at the Palace of Arts Ukrainian House. A minister of the Cabinet of Ministers of Ukraine A. Tolstoukhov, Head of the MDCSU T. Motrenko, representatives of the Secretariat of the President of Ukraine, staff members of the Verkhovna Rada of Ukraine, of Secretariat of Cabinet of Ministers of Ukraine, heads of central executive bodies, members of the task force on drafting the bill, scientists, and representatives of NGOs and international institutions attended the hearing.

Apart from other issues, for the first time the participants focused on conflict of interest in the civil service as a primary source of corruption. The hearing recommended to legally regulate conflict of interest in the civil service.

On October 30, a first stage of the public debate with participation of the general public, territorial units of the Main Department of the Civil Service of Ukraine, executive and local self-government bodies was summed up at a session of the MDCSU's Board. The session was attended by representatives of central executive bodies and heads of structural units of the Main Department of the Civil Service of Ukraine.

Various forms of public debate and hearings were chosen at a regional level. In Donetsk, Zaporizha, Odessa, Poltavaska and Chernivtsi oblasts, letters related to the hearings were sent to heads of district city administrations, city mayors, heads of territorial units of other central authorities. In the autonomous Republic of Crimea, the cities of Dnipropetrovsk, Zaporizhia, Rivne and Chernivtsi, the letters were sent to regional and local mass media with the purpose of getting informational support during the debate.

On the whole, the public debate resulted in obtaining of more than 950 remarks and proposals to the draft law „On Integrity of Public Officials”.

Conflict of interest is a conflict between public duties and private interests of a public official, which can negatively influence the performance of his or her duties and functions. Ignoring the resolution of the conflict of interest may lead to corruption.

Purpose and tasks of the draft Law of Ukraine on integrity of public officials

The draft law proposes to establish general **requirements to conduct of public officials, who are authorized to perform state duties and duties of local self-government agencies**, as well as to those persons, who had been given the same status, which they shall follow while performing their duties, and which serve as criteria for the public in assessing integrity, impartiality and efficiency of their activities.

The draft law defines moral standards of conduct, compliance to which shall be an integral component of civil service ideology and any other activity related to public functions. Its purpose is to establish algorithms of conduct of the official, who is authorized to perform state functions, in a situation that provokes corrupt practices (conflicts of interest).

The bill establishes **norms regarding the prevention of conflict of interest**, clearly regulates norms of conduct of the persons, authorized to perform state functions, if such a conflict emerges, as well as places restrictions on the employment of public officials after the completion of the service. The draft law also imposes restrictions on the use of information about the activities of state and local government bodies, as well as restrictions on the use of official property.

The draft law contains specific norms **on acceptance and offering of gifts**, as well as reservations regarding the impact of the membership of public officials in political and non-governmental organizations over performance of their duties.

International experience in regulating this sphere was studied during the elaboration of the law draft. A special consideration was given to Recommendations of the Council of Europe (in particular, Model Code of Civil Servants' Conduct) and the Council of Europe's Group of States against Corruption (GRECO).

3. Draft Law of Ukraine „On Civil Servants' Encouragement and Disciplinary Liability”

The issue of encouragement and disciplinary liability of civil servants requires adequate legislative regulation. An enlarged session of the Main Department of the Civil Service of Ukraine on May 31 ruled to elaborate the draft Law of Ukraine „On Civil Servants' Encouragement and Disciplinary Liability”.

The draft law defines the essence of civil servant's discipline in state authorities, rights and duties of state bodies, their heads and other employed civil servants with regard to ensuring and observing discipline, as well as types and procedures of using incentives and disciplinary penalties, guarantees of disciplinary rights of civil servants.

The draft law was elaborated in close coordination with the work on a new edition of the civil service law. Namely, the norm existing in a new edition of the draft law and stipulating that labor legislation does not apply to civil servants in the part, which is regulated by the above mentioned law, was

taken into account. Furthermore, a positive experience of the regulation of this issue in other states in Europe and the CIS was thoroughly studied.

The bill suggests a range of innovations that are related to key issues in this sphere. According to the draft, **civil servant's discipline** is defined as his or her observance of the Constitution and legislation of Ukraine, decrees of the President of Ukraine and the Cabinet of Ministers of Ukraine, civil servant's oath, strict compliance with civil service legislation and performance of authorities and duties that are entrusted by the state and defined in legal acts and job descriptions.

Civil servant's disciplinary offence is defined as unlawful activity or inactivity that consists in a failure to perform or in an improper performance of civil servant's duties, which shall be punished with disciplinary penalty.

The draft contains a **list of types of civil servants' disciplinary offences** that will be harmonized with the draft Law „On Integrity of Public Officials” after its finalizing. The draft stipulates that a manager (supervisor) shall take respective measures if a breach of discipline has symptoms of administrative delinquency, corrupt practice or crime, and that a manager has liability for a failure to perform this duty.

The draft introduces a notion of **disciplinary investigation** and its time frame.

The proposal to **establish disciplinary commissions by state authorities** is one of the bill's innovations.

Such a commission, which will be established as a collegial body with a possibility of engaging representatives of trade unions and the general public, shall examine civil servants' disciplinary cases, which shall be submitted for consideration by respective officials. It shall make decision on presence or absence of disciplinary offence in civil servant's

actions and recommend the infliction of a certain type of disciplinary penalty or a closure of disciplinary proceedings.

A commission's verdict will be mandatory for a head of a respective state authority.

State authorities, which are interested in this project, participated in the elaboration of the draft law, having submitted more than 850 remarks.

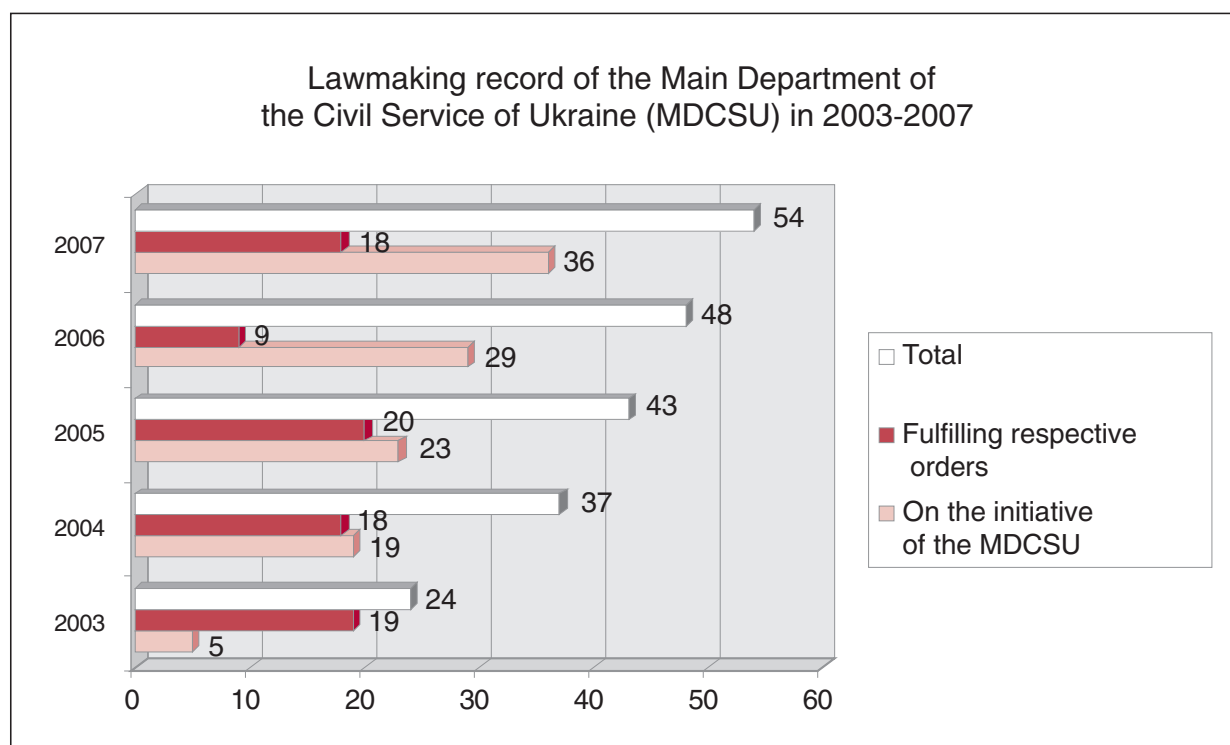
The draft was also submitted to the public hearing that was held from September to December 2007.

A session of the board of the Main Department of the Civil Service of Ukraine made a decision to include the draft as a separate section into the draft Law of Ukraine „On Civil Service” (new edition).

4. Drafting of other legal acts deriving from the concept of development of civil service legislation

According to the legislation currently in force, the Main Department of the Civil Service of Ukraine elaborates and submits to the Minister of the Cabinet of Ministers of Ukraine drafts of legal acts respecting the civil service and the service in local self-government bodies for examination by the Cabinet of Ministers of Ukraine.

In 2007, the Main Department of the Civil Service of Ukraine elaborated **54 drafts of normative legal acts** (in 2006 — 48). Among them, laws of Ukraine — 9 (in 2006 — 3), decrees of the President of Ukraine — 3 (in 2006 — 4), resolutions of the Cabinet of Ministers of Ukraine — 29 (in 2006 — 29), orders of the Cabinet of Ministers of Ukraine — 12 (in 2006 — 11), strategy — 1, which



was elaborated as a draft act of the Cabinet of Ministers of Ukraine.

Apart from drafting the Law of Ukraine „On Civil Service” (new edition), the lawmaking activities of the Main Department of the Civil Service of Ukraine were aimed at introducing amendments to the Law of Ukraine „On Civil Service” currently in force and at elaborating respective normative legal acts, which will allow to regulate some issues of the civil servants’ activities over a short-term period.

In addition to the already mentioned draft laws „On Integrity of Public Officials” and „On Civil Servants’ Encouragement and Disciplinary Liability”, the Main Department of the Civil Service of Ukraine developed on its own initiative the following projects:

- Draft Law of Ukraine „**On Ukraine’s Coordination Committee on Counteracting Corruption**”. This draft provides for the creation of an executive body that will be responsible for implementation of national anti-corruption strategies and action plans in correspondence with the recommendations of the Council of Europe’s Group of States against Corruption (GRECO) and of the network on fighting corruption for transition states of the Organization for Economic Cooperation and Development (OECD);

- Draft Law of Ukraine „**On Amending the Article 12 of the Law of Ukraine „On Local State Administrations**” regarding the definition of qualification demands to heads of local state administrations and their deputies;

- Draft Law of Ukraine „**On Amending the Articles 6 and 20 of the Law of Ukraine „On Service in Local Government Bodies**” regarding the oversight over observance of the Constitution of Ukraine and Ukrainian legislation by officials in local government.

In addition to introducing changes to a legislative framework of functioning of the civil service, the Main Department of the Civil Service of Ukraine continued the

work on drafting government’s legal acts. A whole range of legal acts, which facilitated the regulation of certain legal relationships, was developed. The list of these acts includes the following:

- Resolution of the Cabinet of Ministers of Ukraine „**On approval of the statute of the Main Department of the Civil Service of Ukraine**” # 1180 of 26.09.2007 ;

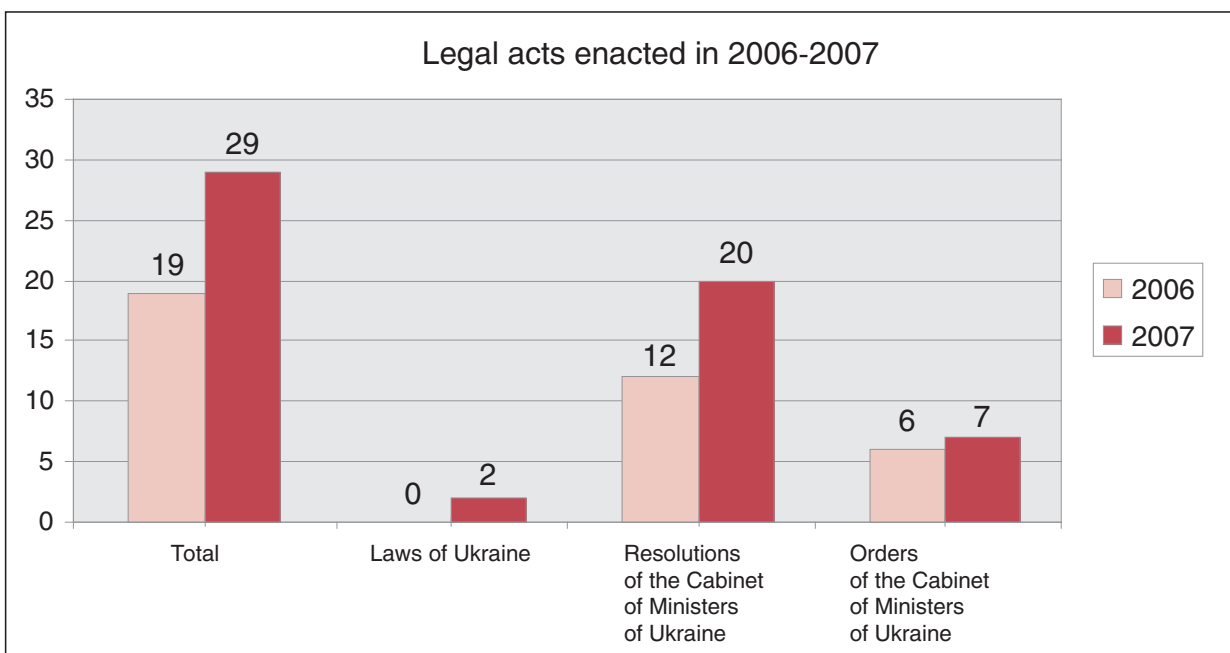
- Resolution of the Cabinet of Ministers of Ukraine „**On holding the all-Ukrainian competition „Friendly Administration**” # 933 of 18.09.2007, which is aimed at enhancing civil servants’ expertise and improving their skills of professional management services and developing of friendly relations with customers;

- Resolution of the Cabinet of Ministers of Ukraine „**On holding the all-Ukrainian competition „Best Civil Servant**” # 755-p of 19.09.2007 ;

- Resolution of the Cabinet of Ministers of Ukraine „**On approval of typical rules of procedure of central executive authority**” # 1143 of 19.09.2007, regarding the adoption of common approaches to organization of the activities of central executive bodies, improvement of the personnel’s performance in a central executive authority;

- Resolution of the Cabinet of Ministers of Ukraine „**On appointment and dismissal procedure for heads of central and local executive authorities, trade and economic missions within foreign diplomatic institutions of Ukraine, state enterprises and their unions and on examination of these issues in the Cabinet of Ministers of Ukraine**” # 880 of 26.06.2007 (by the resolution of the Cabinet of Ministers of Ukraine # 1403 of 24.12.07 it was abrogated in the part that was related to appointing and dismissing of first deputies and deputies of Minister of Defense and Minister of Foreign Affairs, first deputies and deputies of head of local state administrations);

- Resolution of the Cabinet of Ministers of Ukraine „**On introducing changes to the Paragraph 6 of the statute**



of Ukrainian delegation to the Ukraine—EU Cooperation Committee” # 625 of 13.04.2007, regarding the inclusion of the Head of the Main Department of the Civil Service of Ukraine and the Director of Twinning Programme Administration Office into the Ukrainian part of the Committee, with the purpose of effective coordination of institutional building process and implementation of Twinning, TAIEX and SIGMA instruments in Ukraine;

■ Resolution of the Cabinet of Ministers of Ukraine **„On introducing changes to resolutions of the Cabinet of Ministers of Ukraine # 167 dated February 8, 1997 and # 1262 dated July 14, 1999” # 711 of 12.05.2007** regarding the modernization of training, retraining and advanced training of civil servants and officials in local government, as well as efficient use of budget funds;

■ Resolution of the Cabinet of Ministers of Ukraine **„On approval of the procedure of holding a competition for entering staff reserve for civil service positions within categories 1-3, appointment to which is conducted by the President of Ukraine following a respective submission by the Cabinet of Ministers of Ukraine” # 272 of 21.02.2007**;

■ Resolution of the Cabinet of Ministers of Ukraine **„On introducing changes to the Paragraph 4 of the resolution of the Cabinet of Ministers of Ukraine # 912 of August 2, 1996 " # 852 of 20.06.2007**, regarding the introduction of a computer register of electronic personnel files of civil servants belonging to categories 1-7;

■ Resolution of the Cabinet of Ministers of Ukraine **„On amending the procedure of keeping civil servants’ personnel files in executive authorities”** (resolution of the Cabinet of Ministers of Ukraine # 731 dated 25.05.98) # 1151 of 19.09.2007 , which stipulates designing and setting in trial operation the software for creation of a civil servants’ registry based on electronic personnel files;

■ Draft resolution of the Cabinet of Ministers of Ukraine **„On amending the resolution of the Cabinet of Ministers of Ukraine # 746 of 08.06.2004”**, which aims at bringing the Civil Service Development Programme for 2005 – 2010, which was approved by the resolution of the Cabinet of Ministers of Ukraine # 746 of 08.06.04, in line with the provisions of the Law of Ukraine # 1621-IV of 18.03.04 **„On State Goal-Oriented Programs”** and the Procedure of elaboration and implementation of state goal-oriented programs, which was ratified by the resolution of the Cabinet of Ministers of Ukraine # 106 of 31.01.07.

Experts of the Main Department of the Civil Service of Ukraine elaborated a series of legal acts, which are related to cooperation between the government of Ukraine and foreign governments and international organizations in the sphere of personnel management reform in the civil service. The respective governmental resolutions and decrees regulate the cooperation and support from the governments of the USA, Kingdom of Denmark, Canada, UN Programme in Ukraine, etc. ■

SECTION II. ENHANCING PROFESSIONALISM AND THE SOCIAL STATUS OF CIVIL SERVANTS

1. Promoting Twinning, TAIEX, and SIGMA European Institution Building Instruments

1. Twinning institution building instrument — cooperation of civil servants for the welfare of the society

Institution building instrument Twinning is an effective mechanism for the approximation of public administration of Ukraine to the standards of the European Union. Twinning played an important role in the accession of Central and Eastern European countries to the European Union and in the improvement of the quality of public administration in those states. The cooperation between civil servants of Ukraine and of the EU member states promotes not only the development of that sphere, where a project is implemented, but also the changes in the awareness of Ukrainian state servants, their attitude to civil service, which are sometimes defined by the conventional post-Soviet administration rather than by advanced achievements of the world community.

The Main Department of the Civil Service of Ukraine identified the strengthening of legal framework for the implementation of the Twining instrument in Ukraine as well as further development and spreading of this tool among executive authorities of Ukraine as one of its chief priorities for the year 2007.

Development of legal framework for the Twinning instrument in Ukraine

On February 7, 2007, the Cabinet of Ministers of Ukraine enacted the resolution # 154 „On Approval of the Procedures for Organizing the Preparation and Implementation of Twinning Projects in Ukraine” (hereinafter referred as Resolution). According to the Resolution, functions of the Twinning Programme Administration Office in Ukraine are performed by the Center for Support of Civil Service Institutional Development under the Main Department of the Civil Service of Ukraine.

The Resolution identifies main requirements to organizing the preparation and implementation of Twinning projects by ministries and other central bodies of executive power. The Resolution regulates:

- Responsibility of a central body of executive power, which is involved in preparation and implementation of Twinning projects, for the creation of proper work

conditions for citizens of those European Union member states which are involved in the preparation and implementation of such projects in Ukraine;

- Work regime of Resident Twinning Advisors and Experts at the premises of central bodies of executive power;

- Procedure of getting access to the information for citizens of those European Union member states that are involved in the preparation and implementation of Twinning projects in Ukraine;

- Mechanism of coordination between partners of Twinning projects;

- Right for using the results of work of Resident Twinning Advisors;

- Procedures of reporting of the implementation of the Twinning Projects and informing Security Service of Ukraine.

Aiming at efficient implementation of the above mentioned Resolution and at gaining better understanding of the mechanisms of Twinning projects implementation, on April 24, 2007 the Main Department of the Civil Service of Ukraine held a training workshop for the officials, who are in charge of preparation and implementation of Twinning projects in central bodies of executive power. The seminar’s participants were given essential explanations about details of the application of Procedures for Organizing the Preparation and Implementation of Twinning Projects, as well as about other issues related to the application of Twinning instrument in Ukraine.

In order to attain more efficient coordination of the process of institution building and the application of Twinning, TAIEX and SIGMA instruments in Ukraine, the Main Department of the Civil Service of Ukraine suggested to include its representatives to the Ukrainian delegation into the Ukraine-EU Cooperation Committee.

The government supported this initiative and through its resolution # 625 ruled to include the Head of the MDCSU to the body of Deputy Heads of the Ukrainian part of the Committee on the Institutional Development and Implementation of Twinning, TAIEX and SIGMA programmes in Ukraine and the Director of the Twinning Programme Administration Office into the board of the members of the Ukrainian part of the Committee.

On November 20 the new members participated in the Tenth Meeting of the Ukraine-EU Cooperation Committee, which was held in Brussels and was dedicated, among other issues, to current challenges of implementation of the Twinning instrument in Ukraine and the ways of their solution.

Coordination of the implementation of the Twinning instrument at national and European levels

Over 2007, the Main Department of the Civil Service of Ukraine paid a proper attention to the implementation of the Twinning instrument on a national level. An interdepartmental working meeting dedicated to current state and future prospects of the implementation of the Twinning instrument in Ukraine in accordance with priorities of the Ukraine-EU Action Plan was held on June 22. It aimed at the developing of a coordinated position of the Ukrainian party on those urgent issues of the implementation of the Twinning instrument that require decisions of the European party.

On July 10 the mid-term priorities of public policy, which would serve as a basis for planning the implementation of the Twinning tool, were defined at a regular meeting of Twinning Programme Coordination Group. The working group was established by a joint order of the MDSCU and the Ministry of Economy of Ukraine in July 2006, with the approval of the European Commission. The meeting also approved a tentative list of mid-term priorities in the implementation of Twinning instrument for 2008 -2011 and a new version of Twinning projects Pipeline.

Implementation of Twinning Projects

The Twinning projects Indicative List of July 10, 2007 includes 30 projects at various levels of preparation and implementation.

The practical implementation of the first six Twinning projects started in 2007:

■ **„Regulatory and Legal Capacity Strengthening of Energy Regulation in NERC”**. Partners: National Electricity Regulatory Commission of Ukraine and the consortium that includes Italian Regulatory Authority for Electricity and Gas and regulatory bodies of Austria and Check Republic

■ **„Harmonization with EU Norms of the Legislation and Standards of Ukraine in the Field of Civil Aviation”**. Partners: State Aviation Administration of Ukraine and the consortium that includes the Ministry for Transport, Infrastructure, Tourism and the Sea of France and Civil Aviation Office of Poland.

■ **„Assisting the State Control and Revision Service (CRU) in Implementing a New System of Public Internal Financial Control”**. Partners: Main Control and Revision Office of Ukraine and Swedish National Financial Management Authority.

■ **„Strengthening of Standardization, Market Surveillance, Metrology and Legal Metrology, Conformity Assessment and Consumers Policy in Ukraine”**.

■ Partners: State Committee of Ukraine for Technical Regulation and Consumer Policy and the consortium that include Ministry of Economy, Finance and industry of France and German Standardization Body.

■ **„Support to Ukraine in the Field of Space”**. Partners: National Space Agency of Ukraine and the

consortium that includes International Technical Assistance Board of the Ministry for Economic Affairs, Finance and Industry of France and Federal Ministry of Economy and Technology of Germany.

■ **„Strengthening the Enforcement of Competition Law and Policy in Ukraine”**. Partners: Antimonopoly Committee of Ukraine — the consortium that includes Ministry of Economy, Finance and Industry of France, **(Directorate for Competition Policy, Consumer Affairs and Fraud Control), French Competition Council and Hungarian Competition Authority.**

The preparation of Twinning contracts in the accreditation sphere and of two projects in the transport sphere was accomplished in 2007. In addition to this, the preparation work for a potential start of additional 21 projects was carried out.

The recognition of the fact that Ukraine is a leader among other countries, covered by the European Neighborhood Policy, in a number of Twinning projects in the Indicative List, is one of the key indicators of the efficiency of the MDSCU's work in this sphere.

Sharing the accumulated experience

Sharing the experience with the countries covered by the European Neighborhood Policy was one of the important spheres of the MDSCU's activities towards the application of institution building instrument Twinning.

Upon the invitation of the European Commission, representatives of Ukraine presented the achieved results at the Twinning launching workshops in Moldova (October 24-25, 2006), Armenia (November 27, 2007) and Georgia (November 29-30, 2007).

Basing upon the successful experience in the launching and implementation of Twinning programme, Ukraine initiated holding of the Annual Conference for the Black Sea Region Countries on Twinning Operations (Azerbaijan, Armenia, Georgia and Moldova). The purpose of this event was to reinforce and develop the cooperation between those states, exchange the experience in the sphere of institution building, develop a common vision of the best application of the institution building instruments Twinning, TAIEX and SIGMA. The conference also aimed at developing proposals for the European Commission and national governments on improvement of approaches and procedures of using institution building instruments. Such a conference was held on December 17-18, 2007 by the Main Department of the Civil Service of Ukraine/ Twinning Programme Administration Office of Ukraine with the support of the European Commission.

In 2008 the Main Department of the Civil Service of Ukraine plans to further develop the mechanisms of efficient implementation of Twinning projects in Ukraine, regulate procedural issues of Twinning application and strengthen the institutional capacity of central bodies of executive power towards the application of this instrument.

2. Instrument TAEX – an efficient mechanism of the solution of sector issues in public administration

September 2007 marked the completion of the first year of implementation of the institution building instrument TAIEX in Ukraine. This is a good occasion for drawing first conclusions.

■ **European partners gave a positive assessment of the performance of Ukrainian beneficiaries.** An annual meeting for the institution building instruments Twinning and TAIEX was organized on May 31-June 1, 2007 in Brussels by the Directorate General for Enlargement of the European Commission and EuropeAid Co-operation Office for national contact points — coordinators of the EU institution building instruments Twinning and TAIEX.

The aim of this meeting is three-fold:

- *to provide information on the policy perspectives in relation to enlargement and the European neighborhood initiative;*
- *to present developments specific to the two institution building instruments;*
- *to provide a forum in which National Contact Points can exchange best practices in the use of these instruments.*

At the meeting European partners admitted that among the countries covered by the European Neighborhood Policy Ukraine is a leader in a number of representatives of Ukrainian public administrations, TAIEX projects beneficiaries (237 representatives in 2006).

■ **The interest of Ukrainian bodies of executive power to getting external aid within the framework of TAIEX has increased.** In 2007 the number of TAIEX events, organized

by Ukrainian beneficiaries, has significantly increased. The Ministry for Environmental Protection of Ukraine, the Ministry of Justice, the Ministry of Labor and Social Policy of Ukraine, the Ministry of Internal Affairs of Ukraine, as well as the Ministry of Agrarian Policy of the Autonomous Republic of Crimea, the State Border Guard Administration of Ukraine, the Main Control and Revision Office of Ukraine, the Legislation Institute of Verkhovna Rada of Ukraine, the Antimonopoly Committee and the Central State Laboratory of Veterinarian Medicine under the Ministry of Agrarian Policy of Ukraine each organized one TAIEX event. Both the State Committee of Technical Regulation and the Consumer Policy of Ukraine and National Agency on Efficient Use of Energy Resources organized two events.

■ **A significant number of the representatives of Ukrainian authorities, TAEX beneficiaries took part in TAIEX events.** In 2007, 898 representatives of Ukrainian authorities became beneficiaries of 46 TAIEX events (both abroad and in Ukraine) in the following spheres:

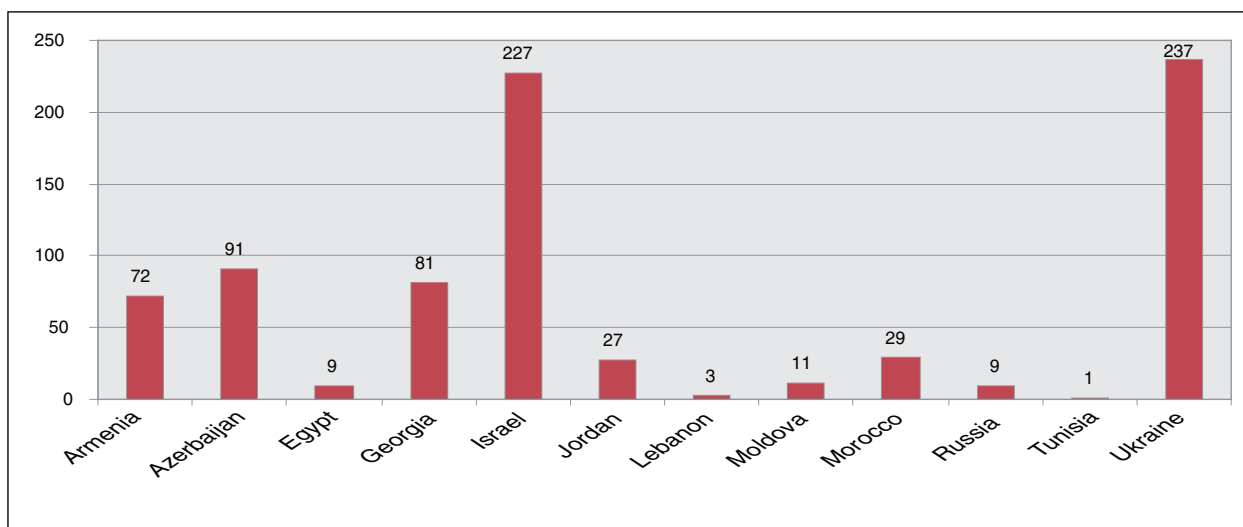
- freedom, security and justice (12 events),
- internal market (16 events),
- transport, environment and energy (11 events),
- agriculture and food safety (7 events).

In 2008 the Main Department of the Civil Service of Ukraine plans to develop a system of coordination, programming and monitoring of the application of TAIEX instrument to cope with sector issues in public policy, cooperation between Ukraine and the EU and to focus its efforts on unification of the application of this instrument in Ukraine.

3. Organization of the Assessment of Sectors of Public Administration of Ukraine against SIGMA baselines

Ukraine is the only post-Soviet state that initiated the assessment of public administration system against SIGMA baselines.

Participation of the countries covered by the European Neighborhood Policy in TAIEX events (number of representatives, 2006)



In 2006 and 2007, SIGMA experts conducted two assessments against SIGMA baselines in the following six sectors of public administration in Ukraine:

- *Policy-making and coordination;*
- *Civil service;*
- *External audit,*
- *Public internal financial control;*
- *Public expenditure management systems;*
- *Public procurement system.*

The objective assessment of foreign experts revealed a considerable potential for strengthening the efficiency of public administration system in Ukraine. The experts drew attention to the absence of reforms and the worsening of the situation in the sphere of state procurement and public policy coordination.

However, in view of ongoing changes in each sector there is a need to introduce such assessment on permanent basis, which will reflect the dynamics in each sector. Following the consultations of the MDCSU with the European Commission, a preliminary agreement to carry out a regular assessment of public administration in Ukraine by SIGMA experts has been reached.

Representatives of the MDCSU emphasized the significance of such assessment at the Tenth Meeting of the Ukraine-EU Cooperation Committee that took place on November 20, 2007.

According to the note of the European Commission of November 26, 2007 # AIDCO/A6/QV/ft D (2007) 25128, starting from 2008 Ukraine and other states, which are covered by the European Neighborhood Policy, have an opportunity to use SIGMA instrument.

It is expected that a contract for obtaining assistance within the framework of SIGMA programme will be concluded between the Organization for Economic Cooperation and Development and the Unit A6 of the EuroAid Co-operation Office already in February 2008. The European Commission will make decisions on individual projects of attracting the EU assistance within the framework of SIGMA. The support via SIGMA programme will be coordinated with other forms of assistance, such as TAIEX and Twinning.

In connection with the above mentioned, the Head of SIGMA programme plans to visit Ukraine in January 2008 in order to have meetings with the European Commission's Delegation to Ukraine, the Main Department of Civil Service of Ukraine/ Twinning Programme Administration Office to discuss the issue of using resources of SIGMA programme. It is expected that during the visit priority actions within the framework of SIGMA programme will be determined.

In the first half of 2008, the Main Department of the Civil Service of Ukraine intends to elaborate a system of constant monitoring of how the recommendations deriving from the results of the governance assessment under SIGMA baselines are implemented.

2. Development of the nation-wide system of professional training for civil servants and establishment of the Center for Adaptation of the Civil Service to the Standards of the European Union

Professional training for civil servants and officials in local government bodies

The system of professional training for civil servants and officials in local government bodies has been created in Ukraine since the country's independence.

Education leading to a Master's degree in Public Administration with a major in Public Administration is provided by National Academy of Public Administration (NAPA) by the President of Ukraine. Similarly, a Master's in public administration with a major in Civil Service — or master's programs in Civil Service are offered in 14 institutions of higher education.

More than 16,000 civil servants and officials in local government bodies were educated during the eleven years of the functioning of this system. Out of them, 10,092 persons graduated from the National Academy of Public Administration by the President of Ukraine and its regional institutes in L'viv, Kharkiv, Odesa and Dnipropetrovsk, and 6,675 — from the network of master's programs in Civil Service.

Yet, this constitutes only 4% of the general number of civil servants and local government officials. Moreover, around 40,000 resigned from civil service last year.

Exactly for these reasons, the issue of advancing professional level of civil servants and local government officials is a priority of the Main Department of the Civil Service of Ukraine in 2007.

The realization of this goal was attained by taking a range measures in the following areas:

- improvement of the system of training, retraining and advanced training of civil servants by introducing changes to respective legal acts;
- improvement of the process of forming the government's order for education of civil servants and local government officials;
- introduction of a training component to the system of their professional education.

In 2007, according to the resolution of the Cabinet of Ministers of Ukraine, the Main Department of the Civil Service of Ukraine became a government contractor for advanced training of civil servants and local government officials within civil service categories I-IV, and for master's education in Civil Service and Management of Public Development within categories V-VII via the National Academy of Public Administration by the President of Ukraine.

In 2007 the NAPA and its regional institutes graduated 935 people with a master's degree and specialization in Civil

Service and Management of Public Development within categories V-VII. UAH 5,910.7 thousand were allocated in the state budget for funding of the National Academy of Public Administration by the President of Ukraine. Furthermore, advanced training of 5,555 civil servants and officials in local government bodies, belonging to categories I-IV, was provided (with the general funding amounting to UAH 2,607, 8 thousand).

The year 2007 was remarkable for a growing share of experts majoring in Civil Service within the education field Public Administration. In particular, the number of students grew from 900 in 2006 to 1,100 in 2007. UAH 8,664.4 thousand were allocated in the state budget for their education. The network of higher education establishments having master's programs in Civil Service also expanded from 11 educational institutions in 2006 to 14 in 2007.

Yet, improvement of quantitative indicators was accompanied by the **deteriorating quality of the system of professional training of civil servants** and officials in local government bodies.

The following problems are among the key shortcomings of this system:

- absence of universal state standards of professional education;
- absence of a single methodological center and educational basis;
- low quality of experts' training;
- low level of funding and absence of the guidelines regarding the financing of advanced training;
- lack of methodology and absence of the mechanism to define contents of training with the participation of contractors, as well as its periodical updating;
- lack of mechanisms that ensure continuity of training;
- absence of the system of training and certifying teaching staff;
- lack of understanding for the demand on civil servants' training due to limited funds for business trips.

Strategy of modernization of the system of professional training for civil servants and officials in local government bodies

In order to tackle the above mentioned problems, development of a draft strategy to modernize the system of training, retraining and advanced training of civil servants and officials in local government bodies (hereinafter referred as Strategy) was identified as the principal strategic task of the Main Department of the Civil Service of Ukraine.

The Strategy suggests that a range of tasks shall be performed:

- to update and improve the list of education spheres, bachelor's and specialist degree programs in institutions of higher education of Ukraine;
- to optimize the structure of specializations within the scientific sphere Public Administration in accordance with the contemporary needs of state building;

- to introduce the certification of professional training programs for civil servants, to promote the development and diversification of forms and types of advanced training (courses, seminars, trainings, etc.) in order to ensure the continuing professional development during the service;

- to ensure that the practice oriented type of master's education, postgraduate study and scientific research is predominant;

- to develop a system of objective evaluation, diagnostics, motivation and professional self-realization of human resources potential, including the assessment of professional expertise;

- to ensure the training of civil servants for service in state authorities and local self-government bodies, in compliance to the Classification of Types of Economic Activity;

- to optimize a network of educational establishments by improving their licensing and accreditation, scientific and educational activities, human resources and methodological potential;

- to improve the procedure of forming and fulfilling the government order for professional training and postgraduate study, which can be achieved through promoting its decentralization and allocating 3% in budget (in wage fund) of a respective authority for professional training and postgraduate study of civil servants and officials in local government bodies.

During 2007 the Main Department of the Civil Service of Ukraine organized the debate on the Strategy with the participation of interested public authorities, scientific and educational establishments, and the general public. More than 15 000 persons joined the discussion; the MDCSU received above 600 remarks and proposals.

Review of the draft Strategy at a Board meeting of the Main Department of the Civil Service of Ukraine on December 27, 2007 resulted in the decision to modify it into the draft Law of Ukraine „On Training, Retraining and Advanced Training of Civil Servants and Officials in Local Government Bodies”, which will be edited in 2008.

This bill aims to delineate the main characteristics of the system, which is dedicated to training of the professionals possessing sufficient theoretical knowledge and practical skills in public administration for civil service. The bill is also intended to identify the mechanisms aimed at ensuring the continued training of civil servants and officials in local government bodies, above all — of top management personnel.

Apart from contents of professional training, the need for reform is obvious in the management of this system, a range of problems regarding the status of its institutions, in particular, of regional advanced training centers, the issues of funding the training and advanced training of civil servants and control over the quality of education and obtained knowledge.

Center for Adaptation of the Civil Service to the Standards of the European Union

Quality of personnel in public authorities is a key issue in the integration of the Ukraine's civil service to the European administrative space. Ukrainian civil servants lack policy analysis skills, efficient communication and leadership skills, knowledge of how to assess regulatory impact and costs of government decisions, strategic planning, etc. Hence, development of these skills among senior officials in the civil service through intense express training and the exchange of experience are crucially important.

The initiative of the Main Department of the Civil Service of Ukraine to create a training center for senior officials in the civil service (Center for Adaptation of the Civil Service to the Standards of the European Union) was supported by the Government of Ukraine, according to the letter of the Cabinet of Ministers of Ukraine # 5273/0/2-06 dated 14.07.2006, but it was suggested to consider this issue upon the official signing of an agreement between the Main Department of the Civil Service of Ukraine and the Ministry of Foreign Affairs of Ireland. The establishment of the center for senior civil servants (Center for Adaptation of the Civil Service to the Standards of the European Union) was included into a draft Strategic plan of the Main Department of the Civil Service for the year 2008.

The main idea of the Center lies in providing civil servants belonging to categories II-IV with an additional opportunity to access necessary information and to develop skills, which are essential for the civil service, through their participation in short interactive training events, through the expansion of professional networks and direct communication with colleagues, domestic and foreign experts.

The SIGMA project on the evaluation of governance in Ukraine recommended the introduction of an efficient system of in-service training for civil servants and officials: „*personnel training should be concentrated on the needs of reform, and educational resources should be allocated primarily for in-service education efforts*”.

The Center's activity shall be directed to disseminating information on good governance standards, developing practical skills that are needed at work, developing analytical and effective communication skills of civil servants, promoting the development of intergovernmental consultations

and professional networking, as well as the interaction of authorities with think tanks and NGOs. Last but not least, the Center should promote the establishment of a new administrative culture in Ukraine.

It is envisaged that the Center's main spheres of activities and goals will include the assessment of training needs for civil servants, the delivery of short in-service training, the preparation of proposals respecting training policy, the development of a strategy and priorities for the training of civil servants, interaction with other institutions within the system of professional training and advanced training, the hosting of intergovernmental consultations, etc.

Short in-service training may take various forms: trainings, seminars, consultations, meetings with foreign and Ukrainian experts, events on the exchange of experience (round tables), distant conferences and workshops, etc.

Forms and topics of short trainings may be determined by the Center or be established upon the order of authorities according to the topics that defined by the Center. It may also be expedient to organize special custom-designed events (beyond the topics offered by the Center).

The tentative topics of trainings, seminars and consultations include the following: civil service legislation; strategic planning; policy analysis and impact assessment; cost-benefit analysis; costing of government decisions; holding of public consultations; main institutions and procedures of European Union; project management; e-governance, etc.

3. Building policy analysis capacity in state authorities

In-service advanced training of civil servants has to play a crucial role in enhancing the institutional capacity of central bodies of executive power in policy analysis and consultation by policy making.

In order to fulfill this task, the Center for Support of Civil Service Institutional Development under the MDSCSU launched the project „Strengthening institutional capacity of central bodies of executive power for policy analysis in the context of drafting a concept of the establishment of the

According to the results of Ukraine's governance assessment under SIGMA/OECD baselines, policy making in Ukraine lacks transparency, is overly centralized and bureaucratic — in contrast to the EU practice. Ministries and agencies are overloaded with various assignments and pay insufficient attention to policy analysis, forecasting of the impact of respective decisions, search for optimal alternatives in problem-solving and their substantiation. According to SIGMA experts, the lack of inter-ministerial consultation on policy making and absence of efficient practice of engaging the general

public into decision-making processes are serious deficiencies of the existing system. The fact that Ukraine is increasingly practicing the drafting of concepts with the purpose of their further modification into draft legal acts indicates that an effective basis for enhancing policy making capacity exists. On the other hand, the existing administrative practice that is based on orders and control, unregulated policy making procedures, lack of understanding of civil servants' role in policy making hampers the development of this potential and requires more time for it.

training and consultative Center for Developing of Senior Management Staff in the Civil Service”. The project is being implemented by an associated company of the Institute of Sociology by the National Academy of Science of Ukraine, Center of Social Expertise, with funding from the Ukraine’s state budget. The project is being implemented to fulfill the order of the Cabinet of Ministers of Ukraine „On Ensuring the Functioning of Policy Analysis Groups in Central Bodies of Executive Power and the Cabinet of Ministers of Ukraine” # 32-p. dated February 7, 2007.

The above mentioned project is aimed at:

- Improving the process of planning, developing and coordinating public policy in the system of bodies of executive power, enhancing effectiveness of public administration;

- Enhancing the civil servants’ expertise;

- Strengthening expediency and effectiveness of the decisions that are aimed at solving topical public problems, improving an overall quality of government policy planning;

- Strengthening the institutional capacity of central bodies of executive power;

- Developing horizontal interministerial and public consultations in the process of decision-making.

The project’s tasks are the following:

- Creation of policy analysis groups (PAG) in central bodies of executive power;

- Hosting a series of practice oriented trainings and ensuring the exchange of experience between groups;

- Development of policy analysis documents (Green and White papers) and respective draft legal acts by policy analysis groups;

- Organization of public hearings on policy analysis documents and draft legal acts by policy analysis groups;

- Elaboration of recommendations on the improvement of civil servants’ in-service training with the aim of its further use by the establishment of Center for the Development of Senior Management Staff in the Civil Service.

Policy analysis — methodology and practice of the comprehensive study of a particular situation and problem statement, evaluation of its causes and consequences, alternative solution mechanisms and the choice of optimal solutions, in particular, on the basis of cost-benefit analysis and analysis of various stakeholders’ positions.

In 2007, policy analysis groups were created in the Ministry of Internal Affairs, the Ministry of Fuel and Energy of Ukraine, the State Stock Market Commission, the State Nuclear Regulation Committee, the Administration of State Border Guard, the State Department on Enforcement of Penalties, the State Tax Administration, and the National Bank of Ukraine.

On November 15, 2007, an orientation seminar for policy analysis groups with the participation of 44 persons was held at the premises of the Ukrainian House. Presentations were given by Andriy Vyshnevskiy, director of the Center

Distribution of the participants of Policy Analysis Groups, according to their assessment of the effectiveness of consultation practices, in %

	ineffective/ quite ineffective	effective quite effective
Practice of interagency consultations on the drafts of legal acts and conceptual documents	45	45
Practice of public consultations (with the general public) regarding the drafts of legal acts and conceptual documents	76	18
Practice of policy analysis	57	13

The polling participants gave their assessment of the measures that were the most urgent for ensuring **effectiveness of policy analysis** in state authorities. Their responses were distributed in the following way:

Measures	Share of participants, who have chosen these measures
Training of civil servants	85%
Improvement of planning system	55%
Elaboration of instructions and samples	33%
Improvement of legislation currently in force	33%
Creation of new structural departments	23%
Supervisor’s order or assignment	23%
Other (without specification)	10%
Strengthening of the system of control	5%

Assessment of the mechanisms of ensuring **effectiveness of public consultations** in state authorities, given by the participants, is represented below

Measures	Share of participants, who have chosen these measures
Training of civil servants	63%
Improvement of planning system	40%
Supervisor's order or assignment	28%
Elaboration of instructions and samples	25%
Improvement of legislation currently in force	20%
Creation of new structural departments	20%
Other (without specification)	18%
Strengthening of the system of control	8%

for Support of Civil Service Institutional Development, Ihor Shumilo, executive director on economic issues of the National Bank of Ukraine, Nataliya Kalashnik, deputy head of the State Department of Ukraine on Enforcement of Penalties, Ivo Rollis, director of Consulting Group on Corporate and Public Management (CPM), and Ivanna Ibrahimova, project's strategic advisor. The seminar was dedicated to the discussion of main requirements to the implementation of the policy analysis groups' project, issues of basic terminology in group work for improvement of administration practice and efficient interministerial and public consultations.

Polling of the participants, which was aimed at assessing their interest in the project's activity, was conducted during the seminar. According to the responses obtained, the main expectations of seminar participants, who are prospective members of policy analysis groups, are related to the following opportunities:

- Improving the performance of respective structural units;
- Advancing qualification levels, strengthening capacity to participating in the processes of policy analysis and to practice effective decision-making in public sphere;
- Obtaining new information in order to use it in a future work, deepening the knowledge and understanding of policy analysis and policy making, familiarizing themselves with methods of drafting analytical documents, and studying foreign experience and international standards;
- Gaining practical skills and experience in drafting an analytical document (a legal act) according to international standards — effective policy-making skills;
- Preparing a strategically important document on the development of the particular policy that will be implemented, and attaining goals;
- Exchanging experience, establishing useful contacts, etc.

Seminar participants were encouraged to evaluate the effectiveness of policy analysis, public consultations and interministerial consultations in Ukraine. In the opinion of most civil servants who responded to the questionnaire, the practice of policy analysis and public consultations is

unsatisfactory, in contrast to interagency consultations, which were assessed as being more effective.

Assessment of the mechanisms of ensuring **effectiveness of public consultations** in state authorities, given by the participants, is represented below

Thus, in the opinion of seminar participants, **training of civil servants and improvement of planning system are the most urgent areas** in ensuring effectiveness of both policy analysis in state authorities and public consultations. Namely, the project on strengthening institutional capacity of central bodies of executive power for policy analysis is aimed at coping with these challenges.

Training program for policy analysis groups in 2007 included the following topics:

- policy cycle, policy analysis methods and documents
- problem statement, policy results and actions
- public consultation by decision-making.

A first series of trainings for civil servants and members of policy analysis groups was conducted on November 20-23 by Martinish Krievnish, director of the Department on Policy Coordination at State Chancellery of the Republic of Lithuania. At the trainings their participants reviewed the main stages of policy making by modeling the process on the basis of real examples, studied differences between Green and White papers and fundamental requirements for these consultative and analytical documents. At a next stage of the training program, participants will have an opportunity to broaden their knowledge of policy analysis methods. The experience of Lithuania in carrying out public administration reforms, in particular, consideration of strategy by decision-making and policy making, was of special interest for trainings' participants.

On November 27-30, 2007, a series of trainings on structuring of policy problems, development of purposes, results and action was conducted by Kaspars Berzynish, a consultant on the elaboration of strategic planning system in a public sector of Lithuania.

Methods of problem analysis and structuring, a logical planning model (matrix) that envisages the coherent analysis of inputs, actions and outputs belonged to key topics of those trainings. The primary attention was drawn to the formation of the ability to differentiate between the results which are the outputs of activity, and the results that are the effects, the policy impact. Exactly the latter is the most difficult, but the most crucial aspect by policy making and impact assessment. Members of policy analysis groups solved practical tasks helping them to refine the problem, which would be elaborated by drafting a Green Paper,.

The third series of trainings, dedicated to communication issues in the process of policy making and analysis of stakeholders, partners and target audience, was held on December 4-7. These trainings were conducted by Daniel Pavluts, a graduate of the Kennedy Administration School by Harvard University and a lecturer at Stockholm school. Pavluts occupied a state secretary's post in the Ministry of Culture in Lithuania and was in charge for initiating and implementing administrative and political reform in a cultural sector. He has management experience in both private and public sectors.

The communication issue is one of the most important in a cycle of policy elaboration and implementation, since it is related to meeting the requirements of transparency, openness and accountability in public administration. The realization of the transparency and participation principle means that all main „players“ (NGOs, local self-government bodies, business, trade unions, etc.) should be engaged in policy making (development) process, depending on policy goals and scope. The society must be informed about the steps that were taken, and alternatives. It is important to observe the principle of responsibility for the achievement of policy goals. The Trainings' participants learned out the main approaches to determining stakeholders and drafting communicative plans — supplementary instruments by policy making and by the search for optimal solutions to urgent societal needs.

Working meetings of advisors with policy analysis groups devoted to practical aspects of the work on draft policy analysis documents were held within the framework of the project on December 13-18.

It is planned that in 2008 the series of training events will continue, further work on policy analysis documents and public discussion of Green and White book will be held. ■

SECTION III. IMPROVING THE PERFORMANCE OF PERSONNEL UNITS IN BODIES OF EXECUTIVE POWER AND LOCAL GOVERNMENT BODIES

1. Reform of the human resources management system in civil service

The Canadian technical assistance project focused on tackling one of the most important challenges of the civil service reform in Ukraine — creation of a new, effective human resources management system in the public sector — was launched in 2007. According to the goals of the human resources management reform, existing functions of personnel units in bodies of executive power must be modified in accordance to the four components of management: personnel planning, motivation, organization of personnel policy and management of the civil servants' performance. This requires the introduction of new approaches to personnel selection and recruitment within bodies of executive power, improvements in remuneration practices, the introduction of a system of compensation and incentives for civil servants, fundamental renewal of the procedures of internship and entry to civil service, implementation of an effective system of evaluation of civil servants' performance, etc. All these issues will be addressed within the framework of the Canadian technical assistance project.

The supervision of the project's component related to reforming human resources management in civil service from the Ukrainian side was entrusted to the Main Department of the Civil Service of Ukraine. From October to December 2007 international expert Sylvia Pollack visited Ukraine with the purpose of collecting information about the existing system of human resources management in the civil service of Ukraine, including the procedures of civil servants' selection and promotion, conducting hiring competitions and certifications, working with the staff reserve, conducting annual performance evaluation, and preventing conflict of interest in the civil service.

Mrs. Pollack's met with representatives of the Secretariat of the President of Ukraine, the Main Department of the Civil Service of Ukraine, the Supreme Administrative Court of Ukraine, the Ministry of Finance, the Ministry of Agricultural Policy and the Ministry of Justice of the Ukraine, the State Regulatory Policy and Entrepreneurship Committee, the State Financial Monitoring Committee, the Center for Support of Civil Service Institutional Development, trade unions representing Ukraine's civil servants, as well as of non-governmental think tanks and organizations.

Mrs. Pollack mission will result in the drafting an analytical review of the human resources management

system in the civil service of Ukraine in early 2008, which will serve as a basis for the preparation of a respective Strategy for the reform of the human resources management system by the MDCSU, with expert assistance.

The issue of the legal framework for this technical assistance project remains unsolved. The work on the regulation of this issue continues. The parties intend to sign a respective Memorandum of Understanding in 2008. Meanwhile, Canadian experts already started to work on a draft Strategy for reform of the human resources management system in the civil service of Ukraine.

2. Creation of a national register of electronic personnel files of civil servants and officials in local government bodies

In 2007 the Main Department of the Civil Service of Ukraine continued working on the creation of a national register of electronic personnel files of civil servants and officials in local government bodies.

The introduction of a computer-aided database of electronic personnel files of civil servants and officials in local government bodies is a large-scale and long-term project. To a large extent, its success depends on the effective „reengineering” (i.e. information restructuring) of the whole system of administration processes, which means overcoming stereotypes of bureaucratic culture.

The order of the MDGSU # 293 dated November 9, 2007 introduced changes to Methodological recommendations on applying the Procedure of maintaining civil servants' personnel files in bodies of executive power. The order was given because of the changes in the Procedure introduced by the resolution of the Cabinet of Ministers of Ukraine # 1151 dated September 19, 2007.

The insufficient level of meeting the requirements of the order of the Main Department of the Civil Service of Ukraine # 43 dated December 16, 1996 „On approving the procedure of informing about changes in personnel files of managers, experts and persons, who were included to the staff reserve for these positions, by central and local bodies of executive power” poses a serious problem.

The work of territorial bodies of the Ministry of Internal Affairs, the Security Service of Ukraine, the National Bank of Ukraine, judiciary and public prosecutor's office in this sphere was deemed unsatisfactory. Taking into account that average number of the public servants, who are employed in the above mentioned authorities, equals 700 persons per region, the Main Department of the Civil Service of Ukraine lacks the data on 17 thousand public servants. In view of the 30 % employee turnover, the lack of data can be bigger, and can affect around 23.5 thousand civil servants.

At the moment the issue of ensuring the protection of information by saving and transmitting data remains unsolved. The MDCSU made a decision to stop the transmission of personal data of civil servants within the system „Kartka” by means of e-mail due to unreliability and the lack of protection of this communication mechanism, and to keep the compiled information on separate computers that are not connected to Internet.

The Main Department of the Civil Service of Ukraine systematically sends letters and methodological recommendations to state authorities of all levels, encouraging them to introduce the system „Kartka”, to update and report in a timely manner on issues regarding the system's technical support. Furthermore, the MDCSU and its territorial bodies held training and practical seminars on the issue of the „Kartka” system's operation.

In 2007, the local system „Kartka” will be upgraded to the version 5.3 in order to expand its functional capability and to improve control over the quality of completing the database. To ensure that the above mentioned shortcomings of „Kartka” system do not impede the functioning of the National database of electronic personnel files of civil servants and officials in local government bodies, a solid legal framework and organizational and technological basis should be created.

Furthermore, in 2007, the Main Department of the Civil Service of Ukraine initiated cooperation with Cisco Systems corporation. Its priority sphere is the collaboration respecting the introduction of informational and telecommunication technologies to state authorities and the implementation an „electronic ministry” pilot project.

In April 2007, the leadership of the Main Department of the Civil Service of Ukraine held a meeting with representatives of Cisco Systems based in Russia and Ukraine. This meeting was preceded by the agreements that had been reached in December 2006, during the participation of the Head of Main Department of the Civil Service of Ukraine in the Fifth annual congress of state officials, organized by the Cisco Systems corporation and the Stockholm city administration on an occasion of the Nobel week celebration.

Representatives of the Cisco Systems praised the MDCSU's achievements in introducing informational technologies to the public sector and preparing a pilot project „electronic ministry”. The meeting resulted in the establishment of a task force, composed of the representatives of Cisco Systems and those employees of the MDCSU, who were in charge of the implementation of the above mentioned pilot project. In April-May 2007, members of the task force developed a draft Memorandum of Understanding between the MDCSU and the representatives of the Cisco Systems in Ukraine, which envisaged the granting of technical assistance to the companies which would be selected in a tender as MDCSU's partners in the implementation of the pilot project „electronic ministry”. The draft Memorandum was submitted for endorsement to a legal office of the Cisco Systems in the city of Amsterdam, Netherlands, and is there at the moment.

On December 8-10, 2007 the deputy head of the MDCSU Oleksandr Komarenko visited the Kingdom of Sweden and the Kingdom of Norway upon the invitation of the Cisco Systems. The visit's aim was to participate in the Sixth annual congress of state officials, organized by the Cisco Systems corporation and the Stockholm city administration.

The congress was dedicated to the transformation of interaction between citizens, state servants and institutions, enterprises, states, which is happening under the influence of modern telecommunication technologies, as well as changes in life style, business and public administration methods on the basis of using modern technologies.

The MDCSU's representatives had an opportunity to familiarize themselves with foreign experience and to hold preliminary consultations with state officials from other states on cooperation prospects. ■

SECTION IV. PREVENTING CORRUPT PRACTICES IN THE CIVIL SERVICE AND THE SERVICE IN LOCAL GOVERNMENT BODIES

1. State of anticorruption struggle: results and problems that require intensified attention

Five thousand nine hundred and ninety-five (5995) protocols on corrupt practices were filed with courts in 2007 (in 2006—5,862), among which 3,134 protocols were related to civil servants (in 2006—3,197), including civil servants of I-II categories — 12 (in 2006—18), of III-IV categories — 1,258 (in 2006 — 978), of V-VII categories — 1,864 (in 2006 — 2,201), officials in local government bodies — 1,927 (in 2006 — 1,377).

In 2007, the number of the protocols, according to which a legal decision was made, amounted to 5490 (in 2006 — 5,223), including those related to civil servants — 2875 (in 2006 — 2,852), among whom those of I-II categories — 10 (in 2006 — 15), of III-IV categories — 1,145 (in 2006 — 856), of V-VII categories — 1,720 (in 2006 — 1,981), and local government officials — 1,814 (in 2006 — 1,201). Following a respective court judgments, criminal proceedings were instituted against 13 civil servants, among whom those of III-IV categories — 5 (in 2006—0), of V-VII categories—8 (in 2006—3), and officials in local government bodies — 5 (in 2006 — 3).

In 2007 an administrative penalty was imposed on 4551 officials (in 2006 — 4,155), among whom 2,348, or 51.6 %, were civil servants (in 2006 — 2,222 or 53.5 %), 1,549, or 34.0 %, — officials in local government bodies (in 2006 — 1,029, or 24.8 %).

The biggest share of the civil servants subject to administrative penalty among the general number of civil servants was observed in Kharkivska oblast (2.35 %), the smallest one — in the city of Kyiv (0.12 %). Generally for Ukraine the share of civil servants, who were held criminally liable, constitutes 0.88% of their general number (in 2006 — 0.87%).

The share of civil servants of I-II categories, who were held criminally liable, in their general number in Ukraine constitutes 0.17% (in 2006 — 0.36%), of III-IV categories — 5.24% (in 2006 — 3.9%), of V-VII categories — 0.57% (in 2006 — 0.65%).

Civil servants of III-IV categories (5.24%) are especially affected by corrupt practices. These categories include the positions of deputy heads of oblast, Kyiv and Sevastopol city state administrations, heads of rayon state administrations, heads and deputy heads of departments and independent units within ministries and other central bodies of executive power, heads of departments, units, services of regional,

Kyiv and Sevastopol city state administrations, and other positions that were given the same status.

On the whole, the share of civil servants of I-IV categories, who were held criminally liable, within their general number in Ukraine grew from 3.6% in 2006 to 4.8% in 2007 and, hence, significantly exceeds the respective share of civil servants of V-VII categories, who were held criminally liable (in 2006 — 0.65%, in 2007 — 0.57%).

The most frequent grounds for drafting administrative protocols on corrupt practices among civil servants and officials in local government bodies belonging to the categories I-IV were the following:

- Granting illegal privileges to individuals or juridical bodies during the drafting and passage of legal acts or decisions — 32% of the total number of protocols;

- Denial to provide natural and legal persons with the information, granting of which is legally stipulated, deliberately delaying the provision of information, granting of unauthentic or incomplete information, assistance to the natural and legal persons, who participate in tender procedures, in winning tenders by pulling rank, in defiance of the provisions of the Law of Ukraine „On Procurement of Goods and Services for Public Funds” — 28.3% of the total number of protocols;

- Illegal receipt of material benefits, services, privileges or other advantages by a state official — 15.9% of the total number of protocols;

- Assistance to natural and legal persons in doing business, obtaining subsidies, subventions, grants, credits or privileges by pulling rank in order to illegally obtain material benefits, services, privileges or other advantages in return — 14.4% of the total number of protocols.

2. Improvement of legislation on counteracting and preventing corruption — an essential prerequisite for its systemic eradication

In 2007, the Main Department of the Civil Service of Ukraine continued its efforts towards improving the legal framework for preventing corruption among civil servants and officials in local government bodies. The results are presented below.

- The MDCSU prepared the draft Law of Ukraine „On Introducing Changes to the Article 13 of the Law of Ukraine „On Civil Service”, which was approved by Verkhovna Rada of

Ukraine on 13.06.07. This bill stipulates that it is mandatory for all categories of civil servants and persons seeking to enter civil service to fully complete those sections of income declaration, which are related to all the privately owned personal and real estate, bank deposits, stock and other assets. The bill also envisages a compulsory verification of the data submitted by candidates for occupying those positions in the civil service, appointment to which is done by the President of Ukraine upon the initiative of the Cabinet of Ministers of Ukraine, or by the Cabinet of Ministers of Ukraine, and the Verkhovna Rada of Ukraine.

■ The MDCSU prepared a **draft resolution of the Cabinet of Ministers of Ukraine „On Introducing Changes to the Investigation Procedure Regarding Civil Servants”**, which was approved by the resolution of the Cabinet of Ministers # 950 dated June 13, 2000. Its purpose is to improve the Procedure on conducting an official investigation with regard to civil servants, as well as to enhance their personal responsibility and the role in ensuring the realization of public policy in diverse spheres of activity. Within the framework of this resolution, the draft resolution of the Cabinet of Ministers of Ukraine „On holding the all-Ukrainian competition „Friendly Administration”, which envisages enhancing the level of knowledge and improving civil servants’ skills of professional rendering of services to citizens and establishing friendly relations with consumers, was finalized.

The Cabinet of Ministers of Ukraine approved the above mentioned legal acts on July 18, 2007.

■ The MDCSU prepared the **draft Law of Ukraine „On Introducing Changes to the Articles 6 and 20 of the Law of Ukraine „On Service in Local Government Bodies”**, which, in particular, introduces a norm about control over the observance of civil service legislation in local government bodies. The Cabinet of Ministers of Ukraine endorsed the bill on October 3, 2007.

■ The MDCSU prepared the **draft Law of Ukraine „On Civil Servants’ Encouragement and Disciplinary Liability”**, which detailed description is provided in the Section 1 of this Report.

Within the framework of the agreement between the Government of Ukraine and the Government of the Kingdom of Denmark on technical assistance to the public sector reform in Ukraine, a project „Technical Assistance to the Public Sector Reform in Ukraine” was launched. The MDSCU was charged with the project’s coordination from the Ukrainian side. On December 7, 2007, a round table on the topic „Regulating Conflict of Interest in the Civil Service — Priority Area in Fighting Corruption” was held at the premises of the Art Palace Ukrainian House. Participants of the round table decided to draft recommendations and to consider the proposals that had been brought forward during the development of the draft law on defining conflict of interest in the civil service.

■ The MDCSU prepared the **draft Law of Ukraine „On Integrity of Public Officials”**, which was described in the Section 1 of this Report.

■ The MDCSU took **measures to elaborate the proposals towards the creation of a coordinating body on counteracting corruption.**

The interagency task force that included representatives of the Main Department of the Civil Service of Ukraine, the Ministry of Internal Affairs, the Ministry of Defense, the Ministry of Justice, the State Tax Administration, the State Border Guard Administration of Ukraine, and the State Department of Ukraine for Enforcement of Penalties elaborated the draft Law of Ukraine „On Ukraine’s Coordination Committee on Counteracting Corruption”, which was submitted for improvement to state authorities. Overall, the establishment of a coordinating body on counteracting corruption was endorsed by all the state authorities, although they brought forward various proposals on this matter.

In order to submit the proposals which were agreed upon by all the parties, the Main Department of the Civil Service of Ukraine held a working meeting attended by personnel of the National Defense and Security Council of Ukraine, the ministries of justice and defense, the State Tax administration, the State Department of Ukraine Enforcement of Penalties, as well as of international organizations — the Organization for Economic Cooperation and Development (OECD), the Ukrainian — European advisory body on legislation issues, and the Millennium Challenges Program of the U.S. Embassy to Ukraine.

The meeting’s participants brought forward proposals on a possible form of the coordinating body on counteracting corruption and its main challenges.

■ The MDCSU developed **Methodological recommendations on preventing and counteracting corruption**, as well as draft Methodological recommendations on assessing the activities of a public authority in view of ensuring the observance of civil service and anticorruption legislation, which were placed on the official web-site of the MDCSU.

3. Special verification of the data, which is submitted by candidates to those positions, appointment to which is made by the President of Ukraine and the Cabinet of Ministers of Ukraine — one of the key stages in the selection of senior civil servants

By orders of the Head of the Secretariat of President of Ukraine and the Minister of Cabinet of Ministers of Ukraine, the Main Department of the Civil Service of Ukraine in cooperation with the Interior Ministry, the State Tax Administration, and the Security Service of Ukraine, conducts mandatory special verifications of the data, which is submitted by candidates to the positions of civil servants, appointment (or endorsement of appointment) to which is made by the President of Ukraine and the Cabinet of

Ministers of Ukraine. Certificates with results of mandatory special verifications are submitted to the Secretariat of President of Ukraine and the Secretariat of the Cabinet of Ministers of Ukraine.

While only 14 verifications were made from 2002 to 2004, starting from 2005, this work has become more intense, due to the initiative of the leadership of the Main Department of the Civil Service of Ukraine.

Two hundred and twenty-seven (227) special verifications of data that had been submitted by candidates for the civil service were done in 2007 (compared to 57 inspections in 2006).

Inconsistencies were revealed in the data of 205 persons, or 74% of those, who submitted data for inspection (in 2006 such inconsistent facts were found in the data of 31 persons, or 54%). They were related to the following:

- Income declaration (60%)
- Occupying leadership positions in subjects of management (33,6%)
- Being held criminally (2,5%) or administratively (5,4%) liable for corrupt practices
- Education certificates (3,2%).

Proposals submitted from heads of local executive bodies of the oblast level demonstrate that in some cases candidates to senior positions in civil service are selected without the comprehensive study of their moral, business and professional qualities. This is confirmed by the examples listed below.

Example 1. A person, whose candidature was submitted for the position of a head of one rayon administration, had been held criminally liable for the offence, described in part 2 of the Article 364 of the Criminal Code of Ukraine (misuse of office). The above mentioned case was closed on the basis of Paragraph 2, Article 6 of the Criminal Code of Ukraine (due to the absence of corpus delicti). Furthermore, in 2005 the candidate had been held criminally liable for the offence, which is envisaged in part 5 of the Article 191 of the Criminal Code of Ukraine (embezzlement or appropriation of property abundantly or by organized group). The actions were requalified into part 1 of the Article 367 of the Criminal Code of Ukraine (service negligence). A court ruled to close the case on the basis of the Article 7 of the Criminal Code of Ukraine (Procedure of exempting from criminal liability and penalty following a change in circumstances).

The above mentioned data were **not indicated** by the candidate in the papers submitted for a special verification.

Example 2. An administrative report of an incident of corruption, which is envisaged in Paragraph „a”, Article 1 of the Law of Ukraine „On Struggle against Corruption”, was drawn up with regard to a candidate for the position of deputy head — head of personnel of a local state administration. A court ruled to impose a fine of UAH 425 and to dismiss the public official from the office. Leadership of the respective state administration **failed to execute** the part of the above mentioned verdict that was related to the official's dismissal.

An appeal court's ruling cancelled the district court's ruling on using administrative sanction for violating requirements

of Part 3, Paragraph „r” and of Paragraph „a”, Part 2 of the Article 5, Paragraph „a”, Part 2, Article 1, Part 1, Article 8, Part 1, Article 7 of the Law of Ukraine „On Struggle against Corruption”, and criminal proceedings were closed due to the absence of corpus delicti.

The above mentioned data was **not indicated** by the candidate in the papers submitted for a special verification.

Example 3. A criminal case was opened against a candidate for the position of a head of rayon administration for the offence stipulated by part 3 of the Article 358 of the Criminal Code of Ukraine (counterfeiting of documents, stamps and their forms, their sale, use of forged documents). In addition, a regional department of the Security Service of Ukraine **denied this citizen an access to state secret**, because he had submitted inauthentic data in paragraph 7 (educational level and specialization, as well as educational institution and graduation year), while applying for the access to state secret.

In 2006 he was held administratively liable for the violation stipulated in the Article 192 of the Code of Ukraine on Administrative Delinquencies (violating terms and rules of the registration (re-registration) of fire-arms, cold arms or pneumatic arms).

Besides this, he was internationally wanted as a state debtor following the judgment of a neighboring state's court. The search was stopped because of his detention.

The candidate for a civil servant position declared the income that had been earned in 2006 by members of his family, and in the documents submitted for a special verification the data on his income was not indicated.

Example 4. A candidate for entry to the civil service was held administratively liable for corruption-related delinquency envisaged in Paragraph „r”, Part 3 of the Article 5 of the Law of Ukraine „On Struggle against Corruption” (rendering illegal privileges to natural or legal persons during the preparation and passage of normative acts or decisions). A court ruled to impose an administrative fine of UAH 225.

Furthermore, he declared income that was 20% inconsistent with the factual income.

The above mentioned data was **not indicated** by the candidate in the papers, submitted for a special verification.

4. Hotline „Society against Corruption” — an additional channel of information exchange in counteracting corruption

In 2007, the Main Department of the Civil Service of Ukraine, in cooperation with the Ministry of Internal Affairs, the Security Service of Ukraine and the State Tax Administration ran two hotlines „Society against Corruption”. During their operation, citizens and journalists posed eighty-seven questions. Such hotlines were established in 2005 upon the initiative of the MDSCSU. The **first hotline** was run on **September 22, 2005**.

Since that time, the above mentioned hotlines operate twice a year (**March and September**). They are timed to getting results of the analysis of information on compliance

with anticorruption legislation by bodies of executive power, which they submit to the Main Department of the Civil Service of Ukraine in the accordance with the resolution of the Cabinet of Ministers of Ukraine # 1785 dated 27.09.99.

Hotlines are also established by territorial units of the MDSCSU in oblasts of Ukraine.

Hotlines gives citizens an opportunity to receive information regarding:

- Procedures of submitting income declarations of civil servants and officials in local government bodies;

- Forms and methods of exercising control over the activities of state authorities and public officials with regard to their observance of the laws of Ukraine „On Civil Service” and „On Struggle against Corruption”;

- Improvements of anticorruption legislation on the basis of international experience and other anticorruption issues.

During the operation of hotlines, citizens offer their evaluation of the performance of law enforcement and executive bodies and make suggestions for improvement.

5. Advanced training of civil servants and officials in local government bodies on the issues of preventing corruption — important factor of counteracting corruption and raising officials’ legal awareness

As a government contractor, during the reporting period, the Main Department of the Civil Service of Ukraine organized advanced training for civil servants and officials in local government bodies, who were charged with organizing activity on preventing corruption at the premises of the Kyiv National University of Internal Affairs. This activity was envisaged in the Program of Civil Service Development for 2005 – 2010, which had been approved by the resolution of the Cabinet of Ministers of Ukraine # 746 dated 8.06.2004.

In 2007, 585 civil servants in central and local bodies of executive power, local government bodies and territorial units of the MDSCSU received advanced training in the sphere of preventing corruption (compared to 428 in 2006). Among those civil servants, who are charged with organizing activity on preventing corruption, 267 persons belonged to I-IV categories of civil servants’ positions, and 318 — to V-VII categories (in 2006 there were 199 and 229 persons respectively).

The training’s main purpose was to provide and deepen the knowledge respecting corruption prevention and to impart practical skills for application in the workplace.

In addition to university experts, staff of other educational establishments and scientific institutions, ministries and other executive bodies were engaged in advanced training courses.

Upon the completion of advanced training courses, civil servants received certificates.

The Main Department of the Civil Service of Ukraine examined the performance of those civil servants, who received advanced training (planning, internal training, elaboration of measures for prevention of corrupt practices in a government body), as a part of the comprehensive inspections on adherence to the Laws of Ukraine „On Civil Service” and „On Struggle against Corruption”, as well as other legal acts on civil service and anti-corruption.

6. Comprehensive inspections of executive authorities — an instrument to improve their performance

In 2007, the Main Department of the Civil Service of Ukraine, in cooperation with the Security Service of Ukraine, the Ministry of Internal Affairs, the State Tax Administration, the State Department of Ukraine on Enforcement of Penalties, and the Office of General Prosecutor, conducted comprehensive inspections of the compliance to requirements of the Laws of Ukraine „On Civil Service” and „On Struggle against Corruption” as well as other legal acts on civil service and prevention of corruption in bodies of executive power and local government.

These comprehensive inspections were undertaken to examine the effectiveness in functioning of bodies of executive power and local government, adherence to civil service and anti-corruption legislation, and identifying possible recommendations for improvement of the activities of these bodies.

In 2007, such check-ups were held in bodies of executive power and local government in Donetsk and Ivano-Frankivsk oblasts, executive authorities in the city of Kyiv, as well as in the State Committee for Technical Regulation and Consumer Policy of Ukraine, the Ministry of Transport and Communication, and the Ministry of Agrarian Policy of Ukraine.

These comprehensive inspections were accompanied by the provision of methodological and consultative assistance and support on a broad range of issues that were related to organizing the functioning of state authorities (work plans, control, circulation of documents, etc.) and meeting the requirements of civil service legislation (admission to civil service, maintenance of personal files, awarding of bonuses, certification, etc.).

Examination of the efforts of the bodies of executive power and local government towards training, retraining and advanced training of their personnel within the framework of comprehensive inspections allowed the MDSCSU to provide useful advice to executive and local government bodies on how to effectively enhance the professional knowledge and skills of civil servants and officials in local government. ■

SECTION V. PROMOTING IMPROVEMENT IN THE PERFORMANCE OF EXECUTIVE AUTHORITIES' PERSONNEL

1. Further introduction of the quality management system in bodies of executive power

The Main Department of the Civil Service of Ukraine was the first among state authorities to successfully implement a project aimed at creating a quality management system according to ISO standard 9001:2000. Based upon the project's results, the MDCSU obtained a certificate attesting that the quality management system with regard to the provision of services of public administration, according to normative documents currently in force in Ukraine, met the requirements of ISO 9001:2001.

This served as an impetus for launching the process of improving quality management systems in other bodies of executive power of Ukraine.

Since the standard ISO 9001:2001 is aimed at constant improvement of the quality of products, service and satisfaction of consumers, one of the main problems by application of this standard in bodies of executive power is a clear interpretation of such terms as „consumer”, „service”, „quality of service”, etc. Often this requires a new, unconventional attitude to one's activity, but exactly this approach is able to ensure implementation of basic concepts of this standard.

Following the initiative the Main Department of the Civil Service of Ukraine, the Cabinet of Ministers of Ukraine passed the resolution # 614 dated 11.05.06 „On approval of the Program on introducing quality management systems in bodies of executive power”. A corresponding work plan was elaborated to fulfilling the resolution. The attitude of executive bodies to the quality management system has started to change gradually.

In 2007, the Main Department of the Civil Service of Ukraine took a whole range of measures towards enhancing citizens' trust to authorities, gaining new knowledge in the sphere of modern organizational management and diffusing the experience of introducing the quality management system in bodies of executive power:

■ Together with the leadership of the State Committee for Technical Regulation and Consumer Policy of Ukraine and Ukrainian Quality Association, the MDCSU held press conferences and spread information in mass media (an information bulletin *Bureaucrat*, magazines *Visnyk Derzhavnoi Sluzhby Ukrainy (Herald of Civil Service of Ukraine)*, *Standartizciya, Sertifikaciya, Yakist (Standardization, Certification, Quality)*, *Svit Yakosti Ukrainy (World of Ukraine's Quality)*, and a newspaper *Uriadoviy Kurier (Government's Courier)*;

■ Special sections, where information on the experience of introducing and functioning of the quality management system in bodies of executive power is constantly updated, were created at the official web-sites of the Main Department of the Civil Service of Ukraine and the State Committee for Technical Regulation and Consumer Policy of Ukraine;

■ Representatives of the MDCSU participated in the Fifth all-Ukrainian congress of quality „Quality as Ukraine's National Idea”;

■ In collaboration with the State Committee for Technical Regulation and Consumer Policy of Ukraine, the MDSCU held regional workshops on the issues of elaboration and introduction of the quality management system in bodies of executive power in the cities of Lviv, Kherson, Dnipropetrovsk, Kyiv, which were attended by 329 experts from executive authorities;

■ Within the framework of TAIX technical assistance to Ukraine, the MDSCU, together with the State Committee for Technical Regulation and Consumer Policy of Ukraine and the European Commission, organized the workshop dedicated to the topic „European experience of introducing quality management systems and a model of business excellence EFQM in executive authorities”. The workshop was attended by 96 experts, including 18 representatives of regional state administrations, 17 representatives of ministries, 28 representatives of state committees, and 29 experts of territorial centers of standardization, metrology and certification;

■ In collaboration with the Ukrainian Quality Association, the MDSCU organized the training of 132 civil servants of I-IV categories employed in central bodies of executive power, on practical aspects of forming the quality management system;

■ Within the framework of the European Week of Quality in Ukraine, the MDSCU held the workshop dedicated to the issue „Experience of implementing the quality management system in bodies of executive power of Ukraine. Role and place of authorities in state's social and political relations”, which was attended by 35 representatives of central executive authorities;

■ In cooperation with the State Committee for Technical Regulation and Consumer Policy of Ukraine and Ukrainian Quality Association, the MDSCU conducted a training of 60 chief representatives of executive authorities;

■ The MDSCU rendered methodological and consultative assistance on organizational and personnel matters to bodies of executive power and local government of L'viv and Dnipropetrovsk oblasts.

The introduction of the quality management system and internal financial audit as its component in bodies of executive power, the correction of measures towards setting up the system and towards the development of the civil service in 2005 – 2010 would be a next step.

A positive feedback received from the introduction of the quality management system in the Main Department of the Civil Service of Ukraine induced a range of central executive authorities to get a better understanding of the functioning principles of the system and its requirements.

The foreign and interior ministries of Ukraine, the Department of State Automobile Inspection, the State Department on Communication and Information, and the Security Service of Ukraine expressed their interest in holding training seminars on introduction of the quality management system.

In 2007, a certification agency „PRYROST” carried out an audit inspection in a central office of the Main Department of the Civil Service of Ukraine, which confirmed that the quality management system of the MDCSU met the requirements of ISO 9001:2001 „Quality management system. Requirements” and extended the effect of the certificate to the MDCSU’s territorial units.

Involvement in the implementation of the Program of introducing a quality management system to bodies of executive power

An interministerial task force, which includes representatives of the Main Department of the Civil Service of Ukraine, the State Committee for Technical Regulation and Consumer Policy of Ukraine, and the Ukrainian Quality Association, is charged with the coordination of activities on introducing a quality management system within bodies of executive power.

An action plan on implementation of the Program of introducing a quality management system to bodies of executive power, developed by the task force, was approved by a joint order of the Main Department of the Civil Service of Ukraine and the State Committee for Technical Regulation and Consumer Policy of Ukraine #107/77 dated 04.04.07.

In the course of the year 2007, the Main Department of the Civil Service of Ukraine provided methodological and consultative assistance to a range of executive authorities.

In June 2007, the deputy Head of the MDCSU, who is primarily responsible for quality management system issues (Tkach V.D.) attended an extended working meeting of the Ministry of Foreign Affairs of Ukraine and made a presentation on the topic „Practical experience of introducing the quality management system in the MDCSU”.

A representative of the secretariat of the commission on the quality management system (Yaremenko S.P.) provided consultations on introducing this system to experts of the Department of State Automobile Inspection of the Ministry of Interior of Ukraine and staff members of the Security Service of Ukraine. Upon the request of the State Department on Communication and Information,

Yaremenko participated in the working meeting of heads of the Department’s structural units, dedicated to implementation of the quality management system.

Representatives of the MDCSU participated in regional workshops, dedicated to the exchange of the experience of designing and implementing quality management systems in executive authorities, which were organized by the State Committee for Technical Regulation and Consumer Policy of Ukraine in October-November 2007.

Informational and methodological materials on the experience of introducing and functioning of the quality management system in the MDCSU were placed on the official website of the MDCSU in the section „Introduction of the quality management system in bodies of executive power”.

In 2007, scientific research on the topic „Applied research on the creation of quality management systems that meet the requirements of the state standard ISO 9001:2001 in executive bodies on regional level and the organization of their interaction (by the example of Kyivska region)” was conducted by an order of the Center for Support of Civil Service Institutional Development (the research started in 2006).

The studies that have been conducted enabled to elaborate draft documents of the quality management system, which meet requirements of the state standard ISO 9001:2001, to introduce the documentation of the quality management system, which is in line with the requirements of the state standard ISO 9001:2001, and to draft methodological recommendations on implementation of the quality management system on the oblast level.

2. Devolution of services of the Main Department of the Civil Service of Ukraine to the level of its territorial units

Among the main tasks of the Main Department of the Civil Service of Ukraine and its territorial units for the year 2007 were the following:

- Working to meet consumers’ demand for high-quality services, constant improvement of the activities of the MDCSU’s territorial units;

- Realization of public policy in the civil service sphere in the Autonomous Republic of Crimea, oblasts, and cities of Kyiv and Sevastopol;

- Provision of methodological and consultative assistance and support to civil service and service in local government bodies as well as the introduction of a quality management system ISO 9001:2001 to those bodies;

- Fulfillment of plans within the framework of the Agreements concluded with local government bodies.

In 2007, 18 leading experts took an internship in a central office of the MDCSU, **27 heads of territorial units** — in the department on coordination of territorial units of the MDSCU,

During their internship, heads of territorial units were engaged in drafting documents, summarizing materials on the functioning of those units, and law-making. In particular, they drafted documents related to the implementation of the resolution on holding the all-Ukrainian competition „Best Civil Servant”, contributed to the development of the draft order regarding the Regulations on awarding heads of territorial units and the Typical structure of territorial units of the Main Department of the Civil Service of Ukraine.

and 27 persons, in charge of preventing corrupt practices, studied at the Kyiv National University of Internal Affairs.

Visits of the management of territorial units to their colleagues in other units promoted the introduction of best practice. The visits were initiated by the Main Department of the Civil Service of Ukraine with the purpose of establishing close business relations between colleagues.

Upon the results of this exchange, many units introduced best practice of their colleagues. For instance, the MDCSU's unit in Rivnenska oblast implemented the management experience in Khmelnytska oblast related to the organization of internal weekly employees' trainings combined with tests.

The experience of the Ivano-Frankivsk unit on exercising control over the performance, and one of the Khmelnytskyi unit on conducting mutual inspections were diffused among the MDCSU's territorial units.

The work accomplished by the Main Department of the Civil Service of Ukraine gave an opportunity to enter a new, higher reporting level by territorial units. Already in III and IV quarters of 2007, positive dynamics was noted in the quality of reporting materials prepared by territorial units, where they informed about the results of their activity with the consideration of assessment criteria. In their analytical reports, all the units used the comparative method, which enabled to follow dynamics in a number of indicators.

Territorial departments of the Main Department of the Civil Service of Ukraine contributed to the realization of public policy in the civil service sphere through a deepening of partner relations with local state administrations and self-government bodies.

In 2007, **24 heads of territorial units** became board members of regional state administrations (compared to 21 in 2006), and 27 — members of councils on personnel policy (compared to 24 in 2006).

The territorial units initiated the practice of examining a broad range of issues at board meetings. Among them, a state of introduction of the system „Kartka” („Card”) into the functioning of personnel units in executive and local government bodies.

Heads of MDCSU's units in Zhytomyr (Voynalovych A.P.), Poltava (Cherchatiy O.I.), Kherson (Yatsenko A.A.) and Khmelnytsk (Dovgan N.P.) oblasts were very active in the functioning of boards of regional state administrations over 2007.

The activities of territorial units' heads as members of **coordination councils** on civil service issues (herein-after referred as coordination councils), which had been established in regional state administrations, were aimed at drawing attention of officials, who were responsible for personnel policy in regional and rayon state administrations, to existing problems and urgent issues of organizational and personnel management.

During the reporting period, the coordination councils held 67 sessions, which were attended by heads of territorial units. **Eighty-six** issues that were discussed at the sessions were brought forward either by heads of territorial departments or heads of units who spoke during the debate.

Methodological and consultative assistance to executive and local government bodies was provided according to the schedules endorsed by heads of local bodies of executive power. In particular, in 2007 the assistance was rendered to **254 structural units of oblast state administrations, 545 structural units of rayon state administrations, 382 territorial units of central executive bodies, 780 local government bodies, and overall to 1,961 bodies of executive power and local self-governance, while their planned number was 1,625.** This activity enabled to meet the targets planned for 2007 for **120 %**.

In order to enhance effectiveness of the methodological and consultative assistance provided by the civil service territorial units to executive and local government bodies, **Standard program and Standard structure of the certificate on methodological and consultative assistance to executive and local government bodies** were developed. With their help, the quality of services rendered by employees of MDCSU's units to bodies of executive power and local self-governance considerably improved, which in turn positively affected the authority of territorial units.

By rendering methodological and consultative assistance, Methodological manuals on various issues of the civil service and service in local government bodies were handed out. This assistance contributed to the decline in a number of inquires to territorial units and the MDCSU related to civil service and service in local government bodies.

Special attention was drawn to the various aspects of introduction of the quality management system **according to the international standard ISO 9001:2001**. In 2007, the territorial units of the MDCSU in Dnipropetrovska, Donetsk, Zakarpatska, Zaporizka, Zhytomirsk, Kirovogradsk, Odeska, Poltavsk, Kharkivsk, Khersonsk, Khmelnytska, Cherkasska, and Chernigivsk oblasts actively contributed to popularization, explanation and introduction of standards ISO 9001:2001 into the functioning of state authorities and local government bodies.

Over the year, the territorial units of the MDCSU introduced a quality management system to **353** bodies of executive power and to **60** local government bodies.

One of the main tasks of the MDCSU's territorial departments of in 2007 was to **sign agreements with local government bodies** in order to improve the quality of methodological and consultative assistance. **215 agreements** were concluded in 2007. Among them **the largest share**

was that of rayon councils (94). 6 agreements were signed with oblast councils, 46 — with municipal councils, 19 — with settlement councils, and 57 — with village ones. One of the agreements signed by the civil service department in Autonomous Republic of Crimea was pentilateral.

The efforts towards the implementation of the above mentioned agreements prompted to develop **Standard cooperation agreement between a MDCSU's territorial unit and local government bodies on organization and personnel issues**, which was recommended by the civil service department for broad implementation.

Within the framework of the implementation of these agreements, territorial units of the MDCSU provided methodological and consultative support and assistance in matters of personnel selection for the service in local government bodies, organization of selection competitions, employment and dismissal, formation of the staff reserve, work planning, organization of paperwork and control, supply of executive staff with necessary methodological materials related to the service in local government bodies, preventing corruption, etc.

3. Vertical functional review — analysis of functions and structure of public administration

Carrying out a functional review of executive bodies was among the top priorities of the Main Department of the Civil Service of Ukraine in 2007.

A fundamental basis for conducting functional reviews was laid out in 2005-2006, when the **Procedure of conducting a functional review of executive bodies** (the resolution of the Main Department of the Civil Service of Ukraine # 189 dated July 29, 2005) was developed and approved, and two pilot projects in the ministries of economy and of transport and communication of Ukraine were implemented. Following a decree of the Cabinet of Ministers of Ukraine, a Coordination council on conducting a functional review of central bodies of executive power was

established. Task forces on these issues were created in all the ministries. At its first session, the Coordination council approved the schedule of holding functional reviews of central executive bodies in 2007.

The Main Department of the Civil Service of Ukraine determined the key elements of a functional review essential for obtaining effective and objective results:

- Participation of independent experts in a project;
- Use of relevant international experience;
- Elaboration of accessible methodological basis;
- Operative coordination of the process.

Participation of independent experts in functional reviews

In order to ensure impartiality and professionalism of a functional review, ten independent experts (with the academic degrees of candidate of science in Public Administration, doctor and candidate of science in Economics) from the National Academy of Public Administration by the President of Ukraine, the National University of Kyiv-Mohyla Academy, the Institute of Legislation, and the Institute of Agrarian Economy were included in task forces of ministries and other central executive bodies. The above mentioned experts were rendering consultative assistance to task forces and developing analytical conclusions to their reports on the results of functional reviews.

Application of international experience in conducting functional reviews

Studying international experience of functional reviews is extremely important, since it helps to avoid the errors committed by other states, to gain a better understanding of the core problem and challenges, and to prepare to for addressing eventual obstacles, etc.

While preparing training and methodological materials, the Main Department of the Civil Service of Ukraine familiarized itself with the experience of the Baltic states and the Russian Federation in carrying out similar reforms.

Functional review is an instrument to analyze and assess the effectiveness of the functioning of executive bodies. This instrument is aimed at defining problem areas in the activities of state administrations and finding mechanisms of their solution.

Two main types of functional review are distinguished — vertical and horizontal. Vertical functional review is an instrument to analyze the functioning of executive bodies that focuses on particular bodies, connecting the functions determined to the resources invested. Results of such a review enable to detect shortcomings in the functioning of an individual institution, to determine whether its functions satisfy existing needs, to find inconsistencies in the

structure of an institution itself. This review is conducted by a working group from the public body with the involvement of experts in a respective field.

Horizontal functional review is a tool to analyze the functioning of executive bodies for evaluating excessiveness and duplication in their powers and functions in respective economic spheres and fields of activity. Upon the results of such a review, problems in functioning of the whole system of executive bodies are revealed and proposals on reform and/or regulation of the structure of government bodies are given. Horizontal functional review is conducted by an expert group and is followed by the coordination of results with interested parties.

Achievements and prospects

The accomplished functional review gave executive authorities an opportunity to verify the correspondence of their own regulations with superior legal acts, as well as with the functions they actually perform, to make internal changes in their structures, to carry out the revision of their functions, to redistribute some of them between structural departments and, to optimize their activity overall.

Yet, many shortcomings in the functioning of the executive power branch of Ukraine remain uncorrected. Since the country's independence, various state bodies and institutions were created without a common approach, without analyzing the rationale for their establishment,

and often with the purpose of satisfying the needs of particular persons. This resulted in the presence of a ramified system of authorities that often duplicate each other's functions, extremely fragment the performance of functions while it would have been more sensible to transfer them to a single institution.

The need to review this system, reform it and to regulate of executive bodies' structure is recognized both by authorities and opposition. Therefore, the Main Department of the Civil Service of Ukraine intends to conduct a horizontal functional review, which will lead to the creation of a joint register of state functions and state services as well as in the elaboration of proposals regarding a new system and structure of executive authorities of Ukraine.

In addition, experts of the consulting company „Pro-Gramma” possessing a large experience in carrying out functional reviews of executive authorities of various levels in the Russian Federation, the Republic of Tajikistan, etc., were invited. The „Pro-Gramma” experts conducted a series of training workshops on the following issues: „Types, possibilities and results of functional reviews”, „Experience of conducting functional reviews in the CIS”, and „Technique of conducting horizontal functional review” for representatives of the Secretariat of Cabinet of Ministers of Ukraine, ministries and other central executive authorities of Ukraine.

Elaboration of an accessible methodological basis

The procedure of conducting a functional review of executive bodies sets only a general functional review's framework, but pilot projects have already exposed difficulties by filling out the forms envisaged in this procedure. This prompted the need for a more detailed interpretation of the process of functional review.

The Main Department of the Civil Service of Ukraine developed methodological recommendations for the procedure of conducting a functional review of executive bodies (approved by MDCSU's order # 22 dated 29.01.2007), within the framework of implementing the decision of the Coordination Council # 1 dated 29.12.2006.

Significant discrepancies between the principles of function and structure of central and local executive authorities highlighted the need to develop methodological recommendations that would take into account characteristics of local executive authorities. With the purpose of drafting these recommendations, the

MDCSU conducted a selective functional review of local state administrations in several oblasts of Ukraine (Dnipropetrovsk, Kirovograd, Chernivtsi, Zhytomyr, and Ivano-Frankivsk oblasts). On the basis of the results obtained, methodological recommendations on securing the conduct of functional reviews of local executive bodies were elaborated and approved by the MDCSU's order # 203 dated 21.08.2007.

Effective coordination of the process

Відповідно According to the already mentioned decree of the Cabinet of Ministers on establishment of the Coordination council on functional reviews, the Main Department of the Civil Service of Ukraine is in charge of providing expert, consultative and methodological assistance on ministries' functional reviews to the Coordination council and task forces, as well as of summarizing information and submitting proposals.

By the end of 2007, functional reviews were completed in 16 ministries in Ukraine (the MDCSU received respective reports of task forces). At the moment of drafting this Report, employees of the Ministry of Culture and Tourism were finishing off their report on results of a functional review in the Ministry. The MDSCU also obtained reports on functional reviews in 29 other central executive bodies (state committees, commissions, and agencies).

A pilot functional review of local executive bodies was carried out in Dnipropetrovsk and Kyiv oblasts. Furthermore, a comprehensive functional review in Kyiv city state administration and district state administrations in Kyiv was undertaken. ■

SECTION VI. INCREASING OPENNESS AND TRANSPARENCY

1. Organizing a series of events aimed at increasing the authority of the civil service in the opinion of the general public and mass media

One of the main principles of the authorities' openness is the delivery of information to representatives of all the legal interest groups, who are interested in getting information directly from those authorities.

Similarly to EU member states, in Ukraine the interaction between authorities and the public occurs at various levels of information, and in diverse ways. Some issues require more detailed explanation in order to ensure that the general public gains a comprehensive understanding of civil service reform processes.

Enhancing openness and publicity in the sphere of civil service reform was identified by the Main Department of the Civil Service of Ukraine as one of the top priorities in ensuring openness and transparency of its activities. Taking into account that informing the public about the functioning of the Main Department of the Civil Service of Ukraine entered a new level, during the first half of 2007, the MDCSU introduced a system of automatically informing the public. In 2007, 1,111 news items were communicated related to the MDCSU (compared to 464 in 2006).

The growth in a number of news items is related to a certain systematization of the coverage of the MDCSU's activities in mass media. In March 2007, the Main Department of the Civil Service of Ukraine elaborated regulations on accreditation of domestic and foreign mass media, and independent journalists by the MDCSU. 19 representatives of mass media have already accredited themselves. The proper accreditation enables journalists to receive prompt and objective information about the civil service

The main topics that were of interest for the general public and mass media in 2007:

- Further elaboration of the draft Law of Ukraine „On Civil Service” (new edition);
- Drafting of the legal act „On Regulation of Conflict of Interest in Civil Service”, main principles and challenges;
- Distribution of administrative and political positions in the system of state authorities;
- Engagement of youth into the civil service;
- Measures towards preventing corrupt practices in the civil service.

reform, both through the protocol and public consultation unit within the department on organizational and analytical support and personnel policy (press service) of the MDCSU and through the civil servants, who are in charge of cooperation with mass media and the general public in the MDCSU's departments in the Autonomous Republic of Crimea, oblasts, and cities of Kyiv and Sevastopol.

In 2007, forty-two articles about the activities of the Main Department of the Civil Service of Ukraine were published in mass media (in 2006 — 34). These articles covered the following issues: cooperation of the MDCSU with the French Republic with the aim of learning the international civil service experience (newspaper „*Khreschatik*” of 16.04.2007), public service in Ukraine, in particular, engaging youth into the service (newspaper „*15 minut*” („*15 minutes*”) of 05.02.2007, # 20 (159), newspaper „*Delo*” („*Affair*”) of 15.02.2007). Ukraine's civil service was also in the focus of TV: „K-1”, „5 Channel”.

In 2007, the Main Department of the Civil Service of Ukraine held 27 briefings and 4 press conferences, placed 734 news items on the official web site of the MDCSU, and conducted 54 „Civil Service”.hotlines Furthermore, the leadership of the MDCSU participated in 3 hotlines of the Cabinet of Ministers of Ukraine, and 15 interviews with the leadership of the MDCSU were published in printed media. 25 news items on TV, 42 — on radio, and 165 in electronic media were related to the activities of the MDCSU. These data are related to the period of public consultation (September- December 2007).

2. Engaging professionals from the public into the process of creating a new public administration model

1. Activities of collegial and advisory bodies on civil service issues

Board of the Main Department of the Civil Service of Ukraine

The Board of the Main Department of the Civil Service of Ukraine is a permanent consultative and advisory body, which was founded with the purpose of finding coordinated solutions to the issues within the MDCSU's competence, of having collegial and unrestrained discussion of the most important spheres of its activities in accordance with the resolution of the Cabinet of Ministers of Ukraine # 1180

„On Statute of the Main Department of the Civil Service of Ukraine” dated September 26, 2007.

The Board includes Head of the MDCSU (Chairman of Board), first deputy Head and deputy Heads of the MDCSU (ex officio), and, with their consent, Head of the personnel policy department of the Secretariat of President of Ukraine, Head of the human resources and personnel department of the Secretariat of Cabinet of Ministers of Ukraine, deputy Head of the personnel unit of the Verkhovna Rada of Ukraine, people’s deputies of Ukraine, leadership of central bodies of executive power, President of the National Public Administration Academy by the President of Ukraine, Head of the central committee of the trade union of Ukraine’s public officials of Ukraine, Head of the Center of Political and Legal Reforms, Head of the Union of Junior Civil Servants, rector of Khmelnytskyi University of Administration and Law, Director of Donetsk center for retraining and advanced training of public officials and officials in local government bodies, state enterprises, institutions and organizations, Head of the management department of Chernihiv Technological University, and representative of the Institute of State and Law named after V. Koretskyi by the National Academy of Science of Ukraine.

Among 27 Board members, 19 (70%) do not depend on the leadership of the Main Department of the Civil Service of Ukraine, and only 8 (30%) belong to it.

Over the reporting period, the Board of the MDCSU held 7 meetings, including a meeting in the city of Donetsk and an extended meeting attended by representatives of central executive authorities and local government bodies.

In 2007, for the first time in the practice of the Main Department of the Civil Service of Ukraine, a joint meeting of the MDCSU’s Board with the Donetsk oblast state administration was held in the city of Donetsk. The Board meeting was dedicated to the following topics: „On results of the comprehensive inspection of the compliance to the Laws of Ukraine „On Civil Service”, „On Struggle against Corruption”, and other legal acts on civil service and prevention of corruption in the bodies of executive power and local self-government in Donetsk oblast”.

Over 2007, Board members reviewed 26 issues (in 2006 — 45) and passed 183 resolutions.

Information about the issues reviewed according to agenda and the resolutions made by Board meetings was sent to the Secretariat of President of Ukraine, the Cabinet of Ministers of Ukraine, and to the people’s deputies, who were Board members. Materials about the most important issues in the civil service were placed on the official web site of the MDCSU.

In order to implement particular decisions of the Board, the recommendations regarding improvement of civil service and service in local government bodies, measures to prevent corrupt practices in state authorities and local government bodies were sent to central and local bodies of executive power.

The control over fulfillment of the Board’s resolutions is entrusted to Board members — deputy heads of the MDCSU, heads of structural units, as well as the department of organizational work, strategic planning, documents circulation and control.

Public Council by the Main Department of the Civil Service of Ukraine

The Public Council by the Main Department of the Civil Service of Ukraine, founded in 2004, acts as a consultative and advisory body. Representatives of the Public Council are among the MDCSU’s Board members.

Two meetings of the Public Council were held in 2007. At the meeting on October 10, 2007, members of the Public Council discussed the draft laws „Code of Integrity of Public Officials” and „Draft Strategy of Reforming the System of Professional Training, Retraining and Advanced Training of Civil Servants and Officials in Local Government Bodies”. A second meeting of the Public Council took place on December 10, 2007.

In 2008, the Main Department of the Civil Service of Ukraine jointly with members of the Public Council intends to improve mechanisms of cooperation between the MDCSU, members of the Public Council and the general public.

2. Public campaign of civic and expert consultations on main areas of activities of the Main Department of the Civil Service of Ukraine

From September to December 2007, the Main Department of the Civil Service of Ukraine initiated the start of a next stage in the civil service reform and respective public debate on the topic: „Civil Service Development Strategy: Improvement of Legislation and System of Professional Development, Strengthening of the Responsibility of Civil Servants and Officials in Local Self-Government.”

Fight against corruption in the civil service became a main focus of the public debate. The debate covered the priority legal acts, which represented an essential component of the development of administrative law:

- „On Integrity of Public Officials”
- „On Civil Servants’ Encouragement and Disciplinary Liability”
- „Strategy of Reforming the System of Professional Training, Advanced Training and Retraining of Civil Servants and Local Government Officials”.

The action plan of the Cabinet of Ministers of Ukraine „Ukrainian Breakthrough: for People, not for Politicians”, which was approved by the resolution of the Cabinet of Ministers of Ukraine # 14 dated 16.01.2008, stipulates the drafting of the Code of Conduct of Civil Servants and ensuring its observance by officials in executive authorities and civil servants.

The public debate on the priority bills was conducted in two stages. The first stage was launched on September 25, 2007 with a press conference held at the Ukrainian national informational agency „Ukrinform”.

In order to engage the citizenry into the debate, the question „Which measures among those listed below will enhance integrity of civil service and will contribute to preventing corruption?” was placed in a section „Poll” on the official web site of the MDCSU. Legal interest groups had an opportunity to express their opinion over October 2007. Representatives of central executive bodies and local government bodies, NGOs in the city of Kyiv and their regional

centers participated in this opinion poll. Overall, 711 persons took part. According to the majority of respondents (119 persons), the duty to abstain from decision-making when a civil servant has private interest in a particular sphere is a key measure in preventing corruption. Declaring civil servant’s personal expenses (indicated by 94 respondents) and publishing of income declarations (indicated by 90 respondents) are also of great importance.

This stage was completed on October 26, 2007 with the public hearing „Regulating conflict of interest in the civil service — a priority area in fighting corruption”. Exactly during this event, the Main Department of the Civil Service of Ukraine for the first time publicly declared the urgency of regulating conflict of interest in the public service.

Recommendations received during the public hearing focused on the need to develop, in cooperation with respective authorities and legal interest groups, the political documents and legal acts on the regulation of conflict of interest, to finalize the law drafts „On Integrity of Public Officials”, „On Disciplinary Liability of Civil Servant of Ukraine”, and to submit them for consideration to government.

A second stage of the debate was initiated on November 22, 2007 with a meeting of the extended task force on elaboration of the draft law „On Integrity of Public Officials”. The meeting ruled to submit the bill to executive authorities for endorsement.

The public debate of draft legal acts covered the whole area of Ukraine, which was made possible due to the purposeful and systemic efforts of the MDCSU’s civil service departments in the Autonomous Republic of Crimea, oblasts, and the cities of Kyiv and Sevastopol.

Among the events that were organized should be emphasized the following.

On October 26, 2007 a public hearing entitled „Regulating the conflict of interest in the civil service — a priority area in fighting corruption” was held at the premises of the Palace of Art *Ukrainian House*. Participants of the public hearing supported the proposal, urging to elaborate the bill „On Conflict of Interest in the Civil Service”.

On December 7, 2007 a round table entitled „Regulating conflict of interest in the civil service — a priority area in fighting corruption” took place at the *Ukrainian House*. It was attended by representatives of international organizations and diplomatic missions to Ukraine.

On December 13, 2007 the international political weekly newspaper „*Dzerkalo Tyzhniya*” hosted a round table, which was mainly dedicated to the need to elaborate fundamental mechanisms of regulating the conflict of public officials’ personal and state interests.

These events were comprehensively covered in the central and local press. Due to the existing cooperation and the agreements that had been signed with local mass

media in the provinces, 28 press conferences and briefings were held.

Civil service departments of the MDCSU in Kyivska, Kirovograd, Luhansk, Kherson oblasts organized web-conferences. An alternative form of organizing the debate was represented by the actions entitled „A day of informing the oblast’s population”, which were held in cooperation with oblast state administrations and Centers of retraining and advanced training of public officials, officials in local government bodies and state enterprises in Dinopetrovsk and Poltava oblasts.

The leadership of the MDCSU directly participated in organizing public debates. 19 public debates in 14 oblasts were held over the reporting period.

The poll’s results will be taken into account in the elaboration of respective draft laws.

The public debate finished by holding on December 13, 2007 a round table at the premises of the international political weekly newspaper „*Dzerkalo Tyzhniya*”. The event was attended by the Head of the Main Department of Civil Service of Ukraine, Timofiy Motrenko, the chief editor of the newspaper, Vladimir Mostovoy, the president of the National Academy of Public Administration under the Office of the President of Ukraine, Vira Nanivska, and the Head of the Center for Political and Legal Reforms, Ihor Koliushko. The round table materials „Dangerous Diagnosis, or Why State Machinery Hardly Breathes?” were published in the international political weekly newspaper „*Dzerkalo Tyzhniya*” (# 48 (677) of 15 — 21.12.2007).

The public debate, resulted in introducing numerous remarks and proposals to the bills: *above 950 remarks and proposals* — to the bill „On Integrity of Public Officials”, *more than 650 remarks and proposals* — to the bill „Strategy of Reforming the System of Professional Training, Advanced Training and Retraining of Civil Servants and Local Government Officials”, *and 200 remarks and proposals* — to the bill „On Civil Servants’ Encouragement and Disciplinary Liability”.

The public debate laid the foundation for the fundamental editing of the drafts of key legislative documents that were elaborated by the Main Department of the Civil Service of Ukraine over 2007.

3. Periodicals on the issues of European integration of Ukraine and approximation of civil service to the EU standards

The Main Department of Civil Service of Ukraine is the founder of the professional magazine „*Herald of Civil Service of Ukraine*” for civil servants, heads of state enterprises, institutions and organizations, and scientists. In 2007, four issues of the magazine were published.

Forty scientific articles in the rubrics „We are counter-acting corruption”, „Public policy and public administration”, „Science — for public administration”, „Activities of the Main Department of Civil Service of Ukraine”, „The civil service reform in the context of administrative reform”, „Work practice in civil service”, „State regional policy and local self-government”, „Towards the European Union standards”, etc. were published. The report of the MDCSU’s Head T.Motrenko about the MDCSU’s activities in 2006 and chief priorities of the civil service development in 2007, which was given at an extended meeting of the Board of the MDCSU, as well as his speech „Contemporary experience of organizing civil service in foreign countries” at the Secretariat of Cabinet of Ministers of Ukraine, were placed under the rubrics „Activities of the Main Department of Civil Service of Ukraine” and „Towards the European Union standards”.

In 2007, the Center for Support of Civil Service Institutional Development under the MDCSU published a range of periodicals, which included an informational bulletin „*Bureaucrat*”, official translations of papers of the Organization for Economic Cooperation and Development, and other informational materials on the issues of adapting the civil service to EU standards.

This periodical is distributed among politicians and officials in central and local executive authorities, educational institutions, centers for retraining and advanced training of public officials, and officials in local government, state enterprises, institutions and organizations.

Bulletin „*Bureaucrat*”

The bulletin „*Bureaucrat*” was founded on March 23, 2005 (certificate KB # 9695) as an informational bulletin for sharing legal, scientific and other information on the issues facing the civil service, administrative reform and institutional development in the context of European integration, with the purpose of informing the general public about public policy and measures towards its realization in the sphere of the civil service, administrative reform and institutional development.

Themes of the bulletin’s issues in 2007:

- Signing of the first Twinning contracts on common airspace and energy space of the EU – real prospects of Ukraine’s integration;

- Joint advance of Ukraine and Ireland to effective public administration;
- Experience of France for Twinning projects;
- Public administration experience of Lithuania;
- Enhancing cooperation between Ukraine and Denmark;
- T. Motrenko: „...our aim — to create an effective public administration system through the conduct of reforms that will bring us closer to the European model of building administrative system and its foundations — civil service...” (speech at the extended session of the Board of the Main Department of the Civil Service of Ukraine, May 31, 2007);
- Results of the activities of the MDCSU in 2006 and main priorities of civil service development in 2007;
- Informational activities: popularization of the values of democratic governance;
- Ukraine’s governance assessment (based on the materials of SIGMA assessment. Supplement. February 2007);
- New management values (based on the materials of the 7th Global Forum on the issues of rethinking administration. Building trust to government. June 26-29, 2007, Vienna, Austria);
- Draft of the new Law of Ukraine „On Civil Service” (submitted to the Verkhovna Rada of Ukraine);
- Ukraine in world ratings;
- Strengthening the institutional capacity of central executive bodies;
- Annual Conference for the Black Sea Region Countries on Twinning operations;
- Tenth session of the Ukraine-EU Cooperation Committee;
- European Neighborhood Policy — new opportunities for Ukraine;
- Lisbon reforms — a next step for the united Europe;
- Session of the club of permanent technical advisers of Twinning projects;
- Introduction of the best practice of European public administration – start of the implementation of the first four Twinning projects;
- Ensuring integrity of politicians — in the focus of public hearing;
- Regulating the conflict of interest — a priority area in fighting corruption;
- Civil service reform: regulation of the conflict of interest;

Policy Briefs

The Center for Support of Civil Service Institutional Development obtained official authorization for the translation and publication of the policy briefs of the Organization for Economic Cooperation and Development in the Ukrainian language.

In 2007, the following OECD policy briefs were published:

- „Public sector modernization: openness of authorities”;
- „OECD guidelines for managing conflict of interest in the public service”;
- „Modernization of public sector: accountability and oversight”;

■ „Engaging citizens in policy-making: information, consultation and participation of the public”.

Policy briefs are designed for civil servants and officials in local self-government, academics and students, who are interested in the issues of public administration and administrative reform.

The circulation of a policy brief is 5,000 copies. ■

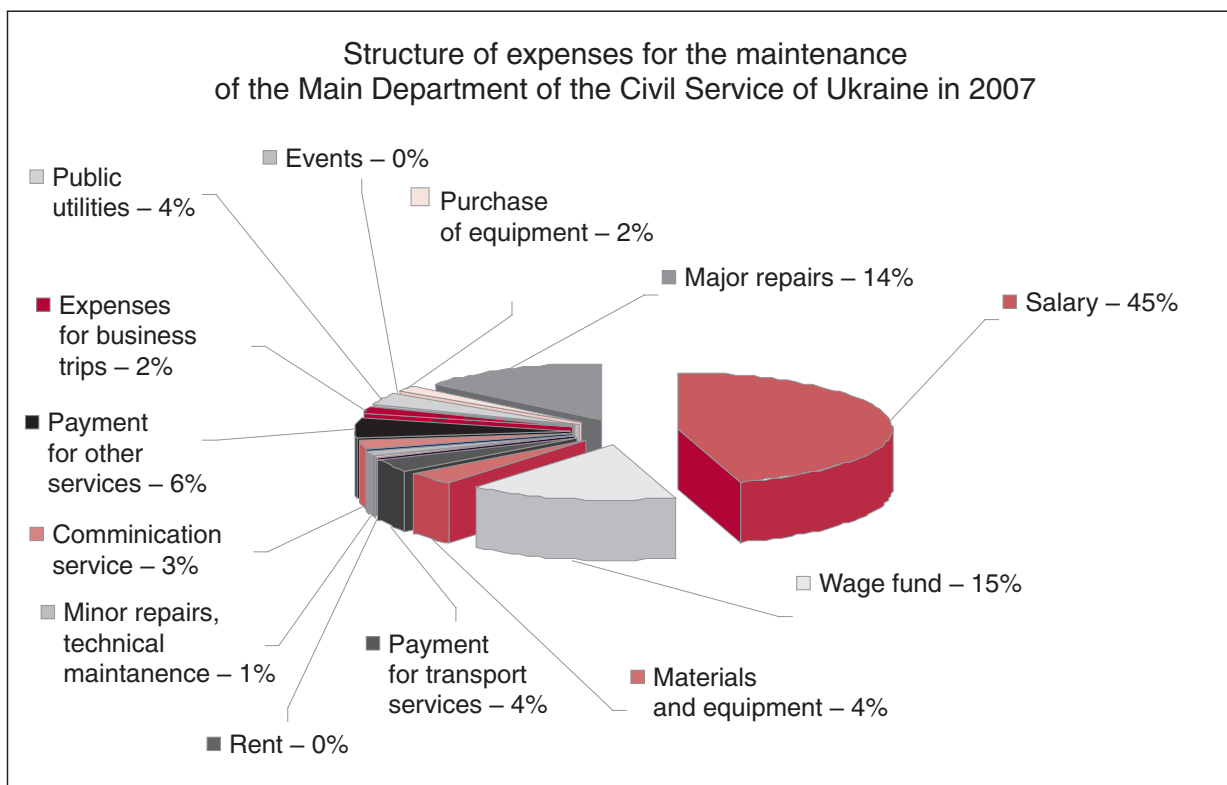
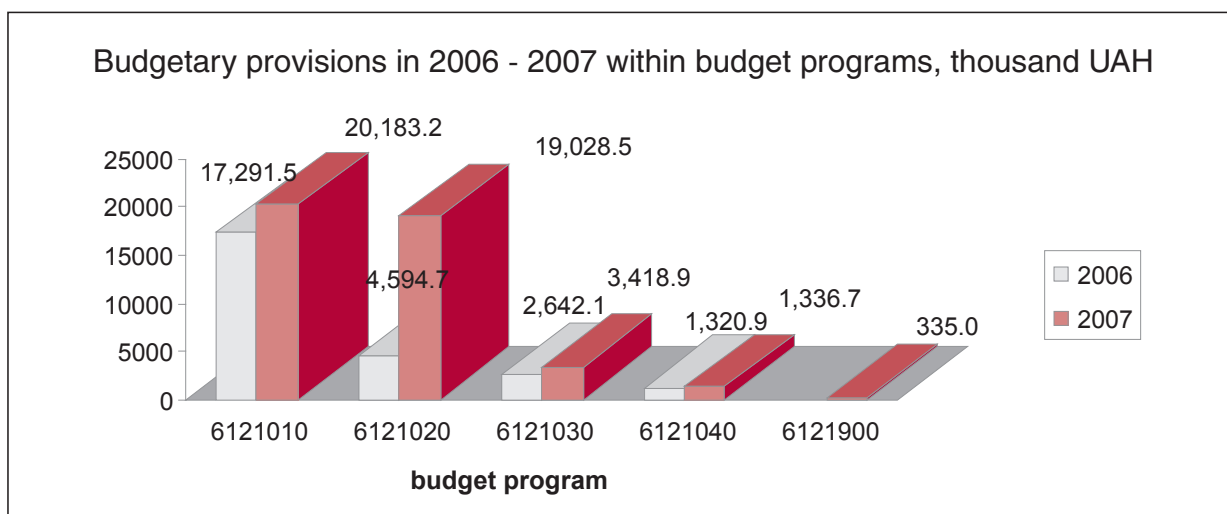
SECTION VII. FINANCING OF THE ACTIVITIES OF THE MAIN DEPARTMENT OF THE CIVIL SERVICE OF UKRAINE

1. General characteristics of budget financing

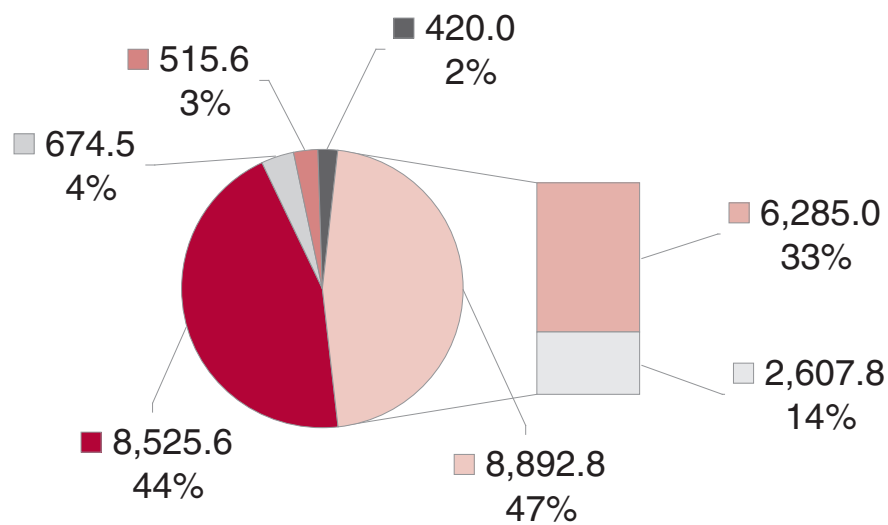
In 2007, the Main Department of the Civil Service of Ukraine was supposed to receive UAH 44.5 million of budgetary provisions within four budget programs, according to the Law of Ukraine „On State Budget of Ukraine for 2007” # 489-V dated 19.12.06. Budgetary provisions were fully financed.

Volumes of budgetary provisions within the state budget's general fund increased 1,7 times (from UAH 25.8 million in 2006 to UAH 43.9 million in 2007).

The Law of Ukraine „On Civil Service” assigns the organization of training and professional preparation of civil servants and their personnel to the Main Department of the Civil Service of Ukraine. The government order for training of experts, retraining and advanced training of civil servants is formed on the basis of analyzing existing human resources.



Distribution of costs by spheres of activities within the budget program 6121020, thousand UAH



- Granting of Master's degrees in Civil Service
- Granting of Master's degrees in Civil Service with a major in European Integration
- Advanced training on anti-corruption
- Advanced training of the I-IV categories in the quality management system
- National Academy of Public Administration: Granting of Master's degrees in Public Administration of V-VII categories
- National Academy of Public Administration: Advanced training of civil servants within I-IV categories

Respective provisions for these purposes in the state budget are annually approved.

In comparison to the year 2006, in 2007 the budget allocations for these purposes increased 4.1 times. This is explained by the fact that the Main Department of the Civil Service of Ukraine was entrusted with funding of the National Public Administration Academy by the President of Ukraine in the sum of UAH 14.6 million, so that budget funding was rationally used and eventual duplication was prevented. These resources were used for training of experts of V-VII categories.

The program of civil service development for 2005 – 2010 stipulates research and development in civil service. Each year the pursue of this goal is funded by budget allocations.

The considerable share of capital costs in the budget of the Main Department of the Civil Service of Ukraine enabled to make major repairs in most of the rooms, and to replace elevators. The overhaul of an assembly hall will be completed soon. Also, these funds were used for the purchase of computers, office equipment, furniture for both the central office and territorial units of the Main Department of the Civil Service of Ukraine.

2. Creation of adequate material and technical conditions for employees of the Main Department of the Civil Service of Ukraine with consideration of provisions of the collective agreement for 2006

Over two recent years, the average salary of employees in the central office of the Main Department of the Civil Service of Ukraine increased by 17.6%, and that of employees in territorial units — by 24.8% (see the Table). While the inflation index in 2007 constituted 12.8% (from the previous year), the wage fund increased by 17% for territorial units and by 22% for the central office (owing to the introduction of the MDCSU's deputy Head position).

A permanent share of civil servant's salary constitutes 70%, and a flexible one (bonus fund) — 30%.

In 2007, employees of the central office received material assistance for health care in the sum of UAH 164.0 thousand, and for the improvement of social conditions — UAH 90.0 thousand. The payment of salary for employees

Average monthly salary of employees of the Main Department of the Civil Service of Ukraine in 2006-2007

Years	Central office			Territorial units		
	Wage fund (without managers), UAH	Average number of employees (without managers)	Average monthly salary, UAH.	Wage fund, UAH	Average number	Average monthly salary, UAH
2006	2,790,355	102	2,279.7	4,019,200	231	1,450
2007	3,570,620	111	2,680.6	4,754,100	219	1,809
% increasing			17.6			24.8

was conducted twice a month, in line with the requirements of legal acts of the Main Department of the Civil Service of Ukraine.

Awarding bonuses to employees of the Main Department of the Civil Service of Ukraine was systematic, including the bonuses given on the occasion of state holidays (Day of Civil Service, Independence Day, International Women's Day) and upon the results of the activities in 2007.

Renovations on the premises of the MDCSU, including an assembly hall, corridors and rooms on the sixth floor of the main office with a general space of 776 square meters was made with the purpose of improving work conditions. Work on the preparation of rooms for the autumn and winter period was completed fully and in time.

3. Funding of the Center for Support of Civil Service Institutional Development by the Main Department of the Civil Service of Ukraine

In 2007, the Center for Support of Civil Service Institutional Development received budgetary provisions from two budget programs in the general sum of UAH 4,755.6 thousand, in compliance to the Law of Ukraine „On State Budget of Ukraine for 2007”.

Budget funding was allocated for implementation of the following budget programs:

- „Civil service institutional development in accordance to the standards of the European Union, in particular by means of drafting new legislation, improving and adapting standards and procedures of the work of bodies of executive power and their personnel” (code of the budget program 1,030). Volume of funding: UAH 3,418.9 thousand;

- „Improving the civil service system of Ukraine through scientific, research, informational, analytical, expert, methodological and other support of public administration development, enhancing institutional capacity of the civil service in Ukraine” (code of the budget program 1,040). Volume of funding: UAH 1,336.7 thousand.

Within the framework of the first program, the main spheres of the Center's activities were the following:

- Coordination as well as expert and analytical support for law-making activities in the sphere of civil service, administrative reform and institutional development in the context of European integration; preparation of proposals on public policy-making and development of strategic initiatives that are aimed at raising effectiveness of the civil service;

- Promoting the adaptation of public administration and public service to the European Union standards, in particular, by means of introducing and using Twinning and TAIEX instruments, taking measures according to the recommendations deriving from the results of public administration assessment under SIGMA baselines, rendering consultative assistance in the following spheres of the activities of public authorities — civil service, administrative reform, and development of institutions in the context of European and Euro-Atlantic integration;

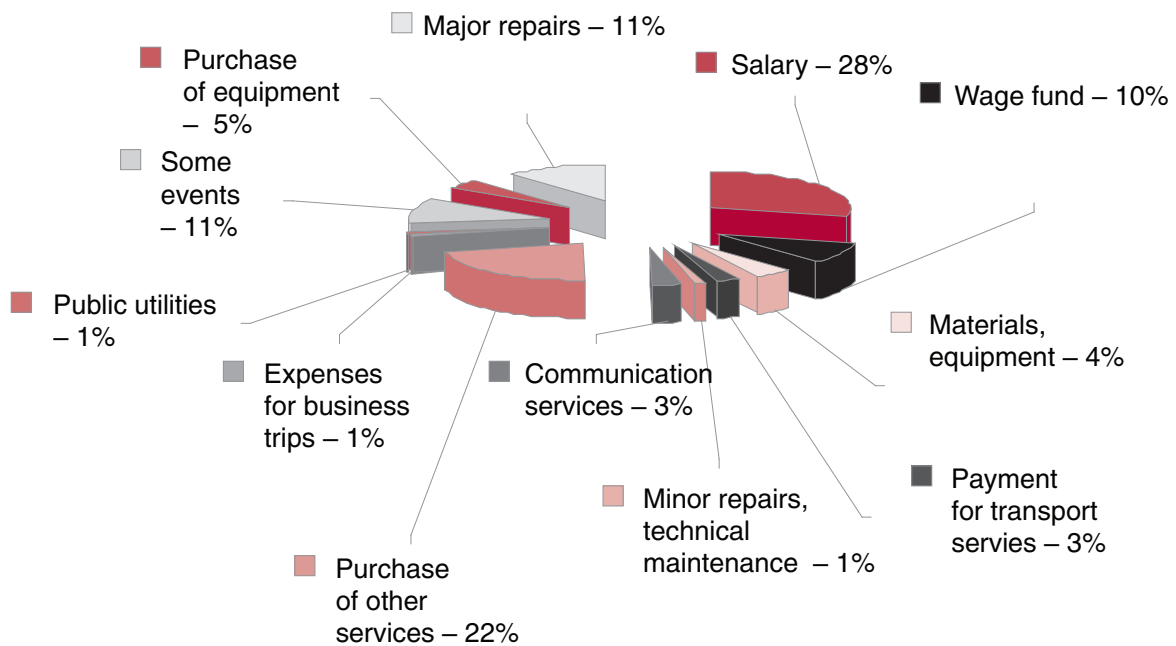
- Rendering scientific, expert, informational, analytical, methodological, and organizational support for preparation and conduct of a functional review of executive authorities;

- Enhancing civil servants' professional qualification, improving existing standards and procedures of their work and promoting the introduction of new ones, developing personnel management capacity in the civil service system;

- Informing and engaging the general public: informing the citizenry about public policy and measures towards its realization in the sphere of civil service, administrative reform and institutional development in the context of European integration; disseminating legal, scientific and other information on civil service issues, in particular, distributing a series „*Library of Young Civil Servant*”, the bulletin of the Center for Support of Civil Service Institutional Development „*Bureaucrat*” and other print materials;

- Strengthening institutional capacity and developing the Center for Support of Civil Service Institutional Development.

Structure of costs by the budget program 6121030 in 2007



Budget provisions for the program's implementation were used in their full volume. The accounts receivable as of December 31, 2007 reduced by UAH 8,230.5, or by 25.7%, and made up UAH 2,833.1. The accounts payable were absent.

Within the framework of the second program, main spheres of scientific research included developing a procedure and professional capacity of civil servants for self-organization by using the principles of public policy,

preparing central bodies of executive power for the use of the Twinning instrument of administrative cooperation with public authorities of the EU member states.

Budget allocations were used fully. 9 research spheres were funded at their cost. For their development and subsequent implementation in the bodies of executive power, 8 policy analysis groups (temporary scientific teams) were created, and more than 20 seminars and round tables were held. ■

SECTION VIII. INTERNATIONAL COOPERATION IN THE CIVIL SERVICE SPHERE

Cooperation with foreign partners is based on a combination of three goals:

- Studying the experience of functioning public services and public administrations, their experiences with modernization and reform of administrative systems (primarily targeting states from the Euro-Atlantic region) with the objective of practically applying relevant experiences in Ukraine;

- Promoting the spread of both values and practices related to democratic governance, Ukraine's national experience in administrative reform, and the creation and reform of civil services in the post-Soviet states of Central and Middle Asia;

- Exchanging information on the functioning of public administrations and public services with other states.

Cooperation with member states of the European Union

The Republic of Poland

Priority of cooperation: studying the Polish experience of separating personnel in the professional civil service from other employees in budget sphere, the procedure of competitive selection for senior positions in public service (general directors and directors of ministries and governments of voevodstv), system of training of such officials.

Due to liquidation of the Office of Civil Service of the Republic of Poland in October 2006 and the transfer of respective functions to the Chancellery of the Head of Council of Ministers of the Republic of Poland, the Main Department of the Civil Service of Ukraine initiated the signing of a new Cooperation Agreement between the Main Department of the Civil Service of Ukraine and the Chancellery of the Head of Council of Ministers of the Republic of Poland.

During 2007, the Agreement's draft was endorsed by the Ministry of Foreign Affairs of Ukraine and submitted to the Polish party. Furthermore, the permit for its signing was given by the Cabinet of Ministers of Ukraine.

On its part, the Polish party declared its principal consent to sign the Agreement in November 2007, but this was postponed due to the change in leadership of the Chancellery of the Head of the Council of Ministers of the Republic of Poland.

On December 9-11, 2007, the deputy Head of the MDCSU V. Tkach was on the mission in Warsaw, where

he participated in the inauguration conference dedicated to the Ukrainian-Polish project in the sphere of European integration „Support of Sector Reforms in Ukraine”.

United Kingdom

Priority of cooperation: studying the British experience of narrowing the civil service sphere, focusing its functions on public policy making, „privatization” of public services, distinguishing between political and administrative positions – i.e. functioning of permanent secretaries in ministries, as well as the work of the National School of Government (former Center of Research of Management and Public Policy under the Cabinet's office).

In 2007, the Main Department of the Civil Service of Ukraine cooperated with London Metropolitan University, which acted as implementer of the project „Specialized programs on European integration issues for advanced training of civil servants of Ukraine (II-IV categories)” funded by the Foreign Office of the United Kingdom and aimed at enhancing the competence of civil servants of Ukraine (II-IV categories) in the sphere of European integration. In 2007, the project's Advisory Board was created, and its statute and composition were approved.

In March 2007 a first seminar in the series of training events, which was dedicated to the training of teachers of European integration programs, was held at the premises of the National University of Kyiv-Mohyla Academy.

Provision of expertise and the finalizing of training models with the consideration of experts' opinions, preparation and translation of required educational materials were accomplished in 2007. In addition, the activities towards development of electronic library, validation, certification and legitimization of the programs that had been created, training of teachers/trainers of new modules were conducted.

By the end of 2007, all the measures within the project's framework were fully implemented, in particular, a concluding seminar „Consideration of expert assessment. Intensive training for the training of the teachers/trainers of specialized programs”.

The French Republic

Priority of cooperation: studying and applying the experience of training of the highest rank officials through the system of National School of Administration, experience of managing the group of positions in civil service, to which political appointments can be made, functioning of the institute of general secretaries of ministries, social protection of civil servants, decen-

tralization and delegation of state power, regional development.

In early May 2007, Head of the Department of International Relations of the General Directorate for Administration and Civil Service of the French Ministry of Civil Service, service of the Prime-minister of the French Republic Patrice Azan paid an official visit to Ukraine. He held a working meeting with the leadership of the Main Department of the Civil Service of Ukraine and familiarized himself with the main spheres of civil service development, in particular, with the adoption of the new civil service legislation, which is compatible with the requirements of the European Union.

In September 2007, the Main Department of the Civil Service of Ukraine, together with the Embassy of the French Republic in Ukraine, conducted review of the activities of a technical adviser by the MDCSU. From the Ukrainian side the evaluation was carried out by professor Vitaliy Oluyko, doctor (PhD) in Public Administration, Rector of the Khmelnytskyi University of Administration and Law, member of the Expert Council of the Higher Examination Board of Ukraine in the academic sphere of Public Administration, from the French side — by a professor Jose Goi, a former employee in the Ministry of Foreign Affairs of the French Republic.

Both experts came to the conclusion that the main purpose of the technical adviser's mission, which consisted in concluding the Memorandum of Understanding between the Main Department of the Civil Service of Ukraine and the General Directorate for Administration and Civil Service the French Republic, had been achieved, and it would be more reasonable to continue the cooperation between Ukraine and France in the sphere of civil service in another format.

As a result, the Head of the MDCSU and the Ambassador of the French Republic in Ukraine agreed on the completion of the technical adviser's mission at their meeting on October 2, 2007. The Main Department of the Civil Service of Ukraine and the Embassy of the French Republic to Ukraine expressed their interest in further deepening and expanding of bilateral cooperation in the sphere of civil service.

During the first half of 2007, around 35 employees of the Main Department of the Civil Service of Ukraine and Center for Support of Civil Service Institutional Development attended French language courses.

The Kingdom of Denmark

Priority of cooperation: studying the Danish experience of developing civil servants' professional networks, the management of organizational changes, decentralization of power and receipt of technical assistance with the purpose of implementing this experience in Ukraine.

On June 20, 2007, the Cabinet of Ministers of Ukraine passed the order # 445-p „On signing the Agreement between the Government of Ukraine and the Government

of the Kingdom of Denmark on technical assistance to public sector reforms in Ukraine”, which approved the respective draft Agreement. On September 10 it was officially signed.

The Agreement laid the legislative foundation for implementation of the program of advancing the public administration reform in Ukraine within the framework of the technical assistance of Denmark. According the Agreement, the project's cost makes up 10 766 505.91 Danish crowns. The implementation period is two years. A tender for the project's implementation was won by the Danish consulting company Ramboll Management in a partnership with the Latvian company CPM Consulting Group.

The project „**Technical Assistance to Public Sector Reforms in Ukraine**” was launched on November 22, 2007 at the premises of the Main Department of the Civil Service of Ukraine, which had been charged with the project's coordination from the Ukrainian side.

The Main Department of the Civil Service of Ukraine and the Secretariat of the Cabinet of Ministers of Ukraine are the main recipients of technical assistance under this project.

Assistance to the Main Department of the Civil Service of Ukraine will focus on the following aspects of the reform of civil service system in Ukraine:

- Finalizing of a new edition of the Law of Ukraine „On Civil Service” with the purpose of its passage in the legislature; elaboration of the concept and draft Law of Ukraine „On Managing Conflict of Interest in Civil Service” and legal acts for the realization of these law drafts;
- Creation of a national database of electronic personnel files of civil servants and officials in local self-government bodies;
- Development of the policy of future civil service reform in Ukraine;
- Carrying out functional reviews and development of the draft system and structure of executive bodies;
- Support of the functioning of policy analysis groups;
- Implementation of SIGMA recommendations;
- Reform of the civil servants' training system;
- The assistance to the Secretariat of the Cabinet of Ministers of Ukraine shall be focused on the following areas;
 - Finalization and implementation of the Laws of Ukraine „On Cabinet of Ministers of Ukraine” and „On Central Bodies of Executive Power”;
 - Conducting trainings for personnel of the Cabinet of Ministers of Ukraine;
 - Elaborating recommendations on a public administration reform in Ukraine;
 - Implementing SIGMA recommendations;
 - Cooperating with NGOs.

A series of events was held within the project's framework in 2007. On November 19-22, **the first mission of consultants** visited Ukraine. Consultants Baiba Petersone and Una Klapkane held meetings with representatives of the

Main Department of the Civil Service of Ukraine, the Center for Support of Civil Service Institutional Development, the Secretariat of the Cabinet of Ministers of Ukraine, the ministries of finance, justice, labor and social policy of Ukraine, and other institutions.

At the beginning of December, the project's expert Fredrick Erickson participated in the round table „**Managing Conflict of Interest in Civil Service — International Experience of Public Sector Modernization**”, which was dedicated to the struggle against corruption in the public sector and the regulation of conflict of interest in the civil service. He spoke about main approaches to regulating conflict of interest in the countries with consolidated democracy and emphasized main issues that have to be taken into account during the elaboration of a respective law in Ukraine. Fredrick Erickson will continue working on the concept and the draft Law of Ukraine „On Managing Conflict of Interest in Civil Service”.

During the **Annual Conference for the Black Sea Region Countries on Twinning Operations** (December 17-18, 2007), the project's consultants led a workshop „Twinning and TAIEX: lessons of „new” candidate states and the EU member states” and shared the experience of using these instruments in Latvia.

In 2008, the project's consultants will be involved in elaborating the draft Laws of Ukraine „On Civil Service”, „On Cabinet of Ministers of Ukraine” and „On Central Bodies of Executive Power”. It is planned a concept of the Law of Ukraine „On Managing Conflict of Interest in Civil Service” will be developed. Another important project task will be the creation of a legal basis for implementation of the above mentioned law drafts, as well as support in the fulfillment of the Strategy on human resources management reform in the civil service of Ukraine, which is being developed within the framework of the Canadian technical assistance project.

Ireland

Priority of cooperation: introducing the training of civil servants, above all those of senior rank, in the context of reforming the system of professional training of civil servants of Ukraine.

Ireland accumulated rich experience in civil servants' training. It is expected that the Irish Institute of Public Administration will become one of the key partners of the Main Department of the Civil Service of Ukraine.

In 2007, efforts towards launching a technical assistance project of the Government of Ireland with the estimated cost of EUR 1 million aimed at the civil service reform in Ukraine, were completed. Since a framework cooperation agreement between Ukraine and Ireland does not exist and legal support for technical assistance is therefore complicated, the mechanism of obtaining grant funding through a representative office of the United Nations Development Program in Ukraine (UNDP) was developed.

In February 2007, the Agreement between the Government of Ireland and the United Nations Development Program on rendering financial assistance for the support of reforms in the sphere of civil service by the Government of Ukraine was signed. According to the trilateral agreement, the UNDP will function as an organization that implements the project.

On October 23, 2007 the Memorandum of Understanding between the Government of Ukraine and the United Nations Development Program in Ukraine on the support of the civil service reform within the broader administrative reform was signed. On behalf of the Government of Ukraine, the Memorandum was signed by the Head of the Main Department of the Civil Service of Ukraine, Timofiy Motrenko, and on behalf of the United Nations Development Program in Ukraine — by Resident Coordinator of the United Nations system in Ukraine, Francis M. O'Donnell.

With the purpose of fulfilling provisions of the above mentioned Memorandum, on October 25, 2007 the trilateral signing of the project document „**Support for the civil service reform in Ukraine**” took place in a representative office of the UNO in Ukraine. This document was signed by the Head of the MDCSU Timofiy Motrenko on behalf of Ukraine, by the Resident Coordinator of the United Nations system in Ukraine, Francis M. O'Donnell on behalf of the UNDP, and by the Extraordinary and Plenipotentiary Ambassador in the Czech Republic and Ukraine, Donald Gamil, on behalf of Ireland.

Main project components include support for the adoption of a new edition of the Law of Ukraine „On Civil Service”, conducting assessment of the state of public administration in Ukraine by SIGMA experts, and building the capacity of the Main Department of the Civil Service of Ukraine for the development and conduct of trainings for civil servants.

Within the project's framework, a range of measures on informing members of the Ukraine's Government, politicians, deputies of the Verkhovna Rada of Ukraine on the mechanisms of implementing the public administration reform in Ukraine are scheduled for the year 2008. Such measures are essential for the adoption of a series of legal acts, which were developed within the framework of other technical assistance projects and are aimed at the modernization of the civil service in Ukraine.

The project intends to build institutional capacity for the effective application of methods of governance assessment by SIGMA experts. The point is the creation of a group of Ukrainian experts, who will be able to work with research data on a permanent basis and to carry out respective monitoring. Carrying out evaluation of the demand for training of senior civil servants and forming of the portfolio of training services on the basis of its results is an important project's component that is scheduled for the second half of 2008. Training sessions will be held at the Center of Adapting the Civil Service to the EU standards by the Main Department of the Civil Service of Ukraine.

The Republic of Latvia

Priority of cooperation: studying the experience of Latvia in civil service administration, disciplinary system, preventing conflict of interest in the civil service, administrative process, building the system of planning and coordination of public policy, functioning of the institute of state secretaries of ministries, and planning and implementation of public administration reforms.

Within the framework of the Cooperation Agreement on the development of civil service and administrative reform between the Main Department of the Civil Service of Ukraine and Civil Service Department of the Republic of Latvia, the Head of the Civil Service Department of the Republic of Latvia, Maris Skudra paid a working visit to Ukraine at the beginning of April 2007.

The exchange of normative documents in the civil service sphere between Lithuanian and Ukrainian sides took place in 2007.

According to the agreements that were reached, a return visit of the Ukrainian delegation to the Republic of Latvia is scheduled for the first half of 2008.

The Republic of Lithuania

Priority of cooperation: studying the experience of Lithuania with the purpose of its implementation in Ukraine in the sphere of civil service legislative regulation, formation of a senior corps of civil servants, personnel management in civil service and reforming the system of civil servants professional training.

Within the framework of the Cooperation Agreement on the development of civil service and administrative reform between the Main Department of the Civil Service of Ukraine and the Ministry of Internal Affairs of the Republic of Lithuania dated November 14, 2006, an agreement was reached to organize a training visit to Lithuania in 2008 and to hold consultations with respective experts.

Working consultations with the Lithuanian side about further spheres and forms of cooperation were initiated during the international conference entitled „Modernization of Personnel Management — Factor of Enhancing the Effectiveness of Civil Service: Exchange of Experience”, which was held in Kyrgyz Republic on September 20, 2007.

The Republic of Estonia

Priority of cooperation: studying and using the experience of introducing a quality management system in government agencies, in particular, the Common Assessment Framework (CAF) model, which is used as an instrument of constant self-improvement for organizations in supporting effective public administration, as well as the experience of implementing electronic governance. The Main Department of the Civil Service of Ukraine reached

an agreement respecting the signing of an interagency Cooperation Agreement with the Department of Public Service of the State Chancellery of the Republic of Estonia. The draft Agreement was endorsed by the Ukrainian Ministry of Foreign Affairs and submitted to the Estonian party for consideration.

The signing of this Agreement provide Ukraine with an opportunity to study and use the Estonian experience of introducing a quality management system in government agencies, in particular, the Common Assessment Framework (CAF) model. Studying this model will be particularly helpful, since the Main Department of the Civil Service of Ukraine initiated the implementation of a quality control system on the basis of ISO 9001:2000 standard in state authorities of Ukraine.

The Republic of Italy

Priority of cooperation: adaptation of the institute of Ukraine's civil service to the standards of the European Union.

Further to joint agreement with the Italian party, the Main Department of the Civil Service of Ukraine elaborated a draft Cooperation Agreement in the sphere of civil service with the Department of State Activities of the Council of Ministers of the Republic of Italy.

The draft Agreement was endorsed by the Ukrainian Ministry of Foreign Affairs and on August 2007 submitted to the Italian party for consideration. This Agreement aims to establish mutually beneficial bilateral relations, which will contribute to development and increased professionalism of the civil service. Further to information from the Embassy of Ukraine in the Republic of Italy, the Department on State Activity of the Council of Ministers of the Republic of Italy indicated its support for the draft Agreement.

The Slovak Republic

Priority of cooperation: exchange of legislation and assistance in legal drafting in the civil service sphere.

Further to a joint agreement, the Main Department of the Civil Service of Ukraine agreed to a Protocol on Cooperation for legal drafting in the civil service sphere with the Ministry of Labour, Social Affairs and Family of the Slovak Republic. The above mentioned draft Protocol was approved by the Cabinet of Ministers of Ukraine in May 2007.

At present, negotiations with the Ministry of Labour, Social Affairs and Family of the Slovak Republic are going regarding timing of the Ukrainian delegation's visit to the Slovak Republic. This visit will include the signing of the Protocol. This Protocol will become a legal foundation for cooperation between Ukraine and the Slovak Republic in the sphere of civil service and administrative reform.

The Federal Republic of Germany

Priority of cooperation: studying and applying the experience of professional training of civil servants, as well as functioning and interaction of public authorities.

Within the framework of cooperation with the Federal Republic of Germany, on September 23 – 29, 2007 the deputy Head of the Main Department of the Civil Service of Ukraine O. Koval participated in a training visit to Berlin (as part of a delegation of the Secretariat of the Cabinet of Ministers of Ukraine), where work of particular ministries and subsidiary bodies was studied.

The visit was organized within the framework of the project „Administrative Reform” implemented by the German Bureau of Technical Cooperation (GTZ). The main beneficiary of this project is the Secretariat of the Cabinet of Ministers of Ukraine. GTZ function through the Federal Ministry on Economic Cooperation and Development of the Federal Republic of Germany.

During the mission, the delegation’s members familiarized themselves with the activities of the Federal Environment Agency (Umweltbundesamt — UBA), the German General Union of State Pension Insurance (Deutsche Rentenversicherung Bund — DRV), as well as federal ministries such as: the Federal Ministry for the Environment, Nature Conservation and Nuclear Safety (Bundesministerium fuer Umwelt, Naturschutz und Reaktorsicherheit — BMU), the Federal Ministry for the Labour and Social Policy (Bundesministerium fuer Arbeit und Soziales — BMAS), and the Federal Ministry for the Economy and Technologies (Bundesministerium fuer Wirtschaft und Technologie — BMWI),

The mission resulted in a study of the Federal Republic of Germany’s experience in administrative system function and subsequent on initiating cooperation with GTZ representatives .

The Republic of Greece

Priority of cooperation: studying the experience of introducing new mechanisms of oversight and anti-corruption in the sphere of public administration, planning and coordination of policy, and improving the performance of state administration.

During the visit of the first deputy Head of the Main Department of the Civil Service of Ukraine to the Republic of Greece in April 2007, initial talks with the Ministry of Foreign Affairs, Public Order and Decentralization of the Republic of Greece on signing a Cooperation Agreement in the sphere of public policy and administrative reform were held. This Agreement was endorsed by the Cabinet of Ministers of Ukraine.

Further to information received from the Embassy of Ukraine in the Republic of Greece, the Ministry of Foreign Affairs, Public Order and Decentralization of the Republic of Greece does not have any objections to the Agreement and is ready to sign it. Therefore, in September 2007, the Main

Department of the Civil Service of Ukraine submitted their proposal to the Greek party for scheduling the signing of the Agreement in for early 2008.

Cooperation with the countries of North America

The United States of America

Priority of cooperation: the Main Department of the Civil Service of Ukraine places a special emphasis on cooperation with the US, taking into account the effective and diverse experience of civil service development in a democratic state which was accumulated by the US. Issues of the so-called „prohibited practices of conduct” in the civil service, i.e. official ethics, preventing conflict of interest and corruption, separating political and administrative positions and administrating the corps of political appointees, legal protection of civil servants from illegal influence and ensuring their impartiality and political neutrality — are of special interest.

On April 26, 2007, the Cabinet of Ministers of Ukraine passed the order # 235-p „On Signing the Cooperation Agreement in the Sphere of Public Administration and Public Service between the Government of Ukraine and the Government of the United States of America”. With this order, the Cabinet of Ministers empowered the Head of the MDCSU to sign the respective Agreement.

At the time of the drafting this Report, the main spheres and tasks of the technical assistance project which is aimed at developing the system of civil servants’ professional training and will be implemented within the framework of this Agreement, have been agreed upon with the US-Ukraine Foundation.

Canada

Priority of cooperation: Canada has a rich and diverse experience in personnel (human resources) management in the civil service: selection and evaluation of personnel, management of career development programs, and the separation of political and administrative positions. Furthermore, the procedure of administrating transitions in government, which institutionalized in every detail, is of great interest.

The Main Department of the Civil Service of Ukraine prepared and coordinated with the Canadian party a draft Memorandum of Understanding between the Governments of Ukraine and Canada on the implementation of a project on human resources management reform in the civil service, with the support of the Canadian International Development Agency.

On September 19, 2007 the Cabinet of Ministers of Ukraine by resolution # 755-p approved the draft

Memorandum and authorized the Head of the MDSCSU to sign it. Currently the terms of signing the Memorandum are being coordinated with the Embassy of Canada in Ukraine.

Cooperation with the countries of Middle and Central Asia, the Far East and the Middle East

The majority of partners from the European-Atlantic region regard Ukraine as a multiplier of values of democratic governance, above all in the post-Soviet states of Central Asia. Ukraine is able to share its experiences in the transformation of public administration and the public service which has been accumulated in recent years. Donor states and international organizations are also interested in transferring their own experience gained during fifteen years of their operation in Ukraine to this region.

State of Israel

Priority of cooperation: learning the experience of developing, implementing and using informational systems and technologies on a regional level.

A draft Memorandum of Cooperation between the Main Department of the Civil Service of Ukraine and the Civil Service Commission of the State of Israel was submitted to the Israeli party for consideration. According to the information obtained from the Embassy of Ukraine in the State of Israel, the Israeli party is not yet ready to respond to the draft Memorandum.

Studying the Israeli experience in the development, implementation and use of information systems and technologies at the regional level will play a special role in the future cooperation between Israel and Ukraine in the sphere of the civil service. Signing of the above mentioned Memorandum will contribute to the introduction of informational technologies to public authorities of Ukraine.

Tajikistan

Priority of cooperation: rendering methodological, consultative and expert assistance in the civil service and administrative reform.

Upon the invitation of the Main Department of the Civil Service of Ukraine, acting Head of Civil Service Department by the President of the Republic of Tajikistan, Asror Latipov, undertook a working visit to Ukraine from June 22 to 24, 2007. Signing of a Cooperation treaty in the sphere of civil service development between the Main Department of the Civil Service of Ukraine and the Civil Service Department by the President of the Republic of Tajikistan was a main outcome of this visit.

Together with the leadership of the MDSCSU, Asror Latipov held working meetings with deputy Head of the

Secretariat of the President of Ukraine, Viktor Bondar, and deputy Minister of the Cabinet of Ministers of Ukraine, Ivan Ratushniak. The parties agreed to take concrete measures within the framework of the signed Treaty, in particular, with regard to the functioning of an electronic database and the system of civil servants' professional training.

The purpose of the Treaty is to lay foundations for further bilateral relations in the sphere of civil service and public administration.

The Treaty will promote the process of reform and modernization of civil service and public administration of the Republic of Tajikistan, which is important for democratic development of not only Tajikistan, but also other states in the post-Soviet space.

Rendering expert and other assistance in the sphere of civil service by Ukraine will improve its international image of the state that works towards spreading democratic principles in the world.

This Treaty will also contribute to the deepening of friendly bilateral relations between Ukraine and the Republic of Tajikistan in the context of the Treaty of Friendship and Cooperation between Ukraine and the Republic of Tajikistan of July 7, 2001.

Kyrgyzstan

Priority of cooperation: rendering methodological, consultative and expert assistance in the sphere of civil service reform with the purpose of promoting stabilization in this state.

In 2007, the Main Department of the Civil Service of Ukraine had intense consultation with the Agency of Civil Service of the Kyrgyz Republic related to a draft Cooperation Agreement in the civil service sphere. The Agreement was signed on September 20, 2007 in the Kyrgyz Republic, during the international conference entitled „Modernization of Personnel Management — a Factor in Improving Effectiveness of Civil Service: Exchange of Experience“. The conference was attended by representatives of the institutions that regulate relations in the sphere of civil service from the Republic of Kazakhstan, the Republic of Lithuania, the Republic of Azerbaijan and the Russian Federation.

Signing of this Agreement will lead to the provision of methodological and consultative assistance in the sphere of the civil service, with the aim of furthering democratization and stabilization. This sphere of cooperation will contribute to improving Ukraine's international image and support achievement of civil service and administrative reform objectives.

Cooperation with international organizations

Organization for Economic Cooperation and Development (OECD)

Priority of cooperation: gaining a permanent observer status in the Public Management Committee of OECD, with the purpose of studying and using international experience in civil service reform.

Further to the visit of the Ukrainian delegation chaired by the Head of the Main Department of the Civil Service of Ukraine to France in October 2006, and the organization of additional consultations with the Ministry of Foreign Affairs of Ukraine and the Embassy of Ukraine in the French Republic, in February 2007, the General Secretary of the OECD received proposals requesting consideration be given to Ukraine's bid to be granted permanent observer status in the Public Management Committee of the OECD. Participation in the work of this Committee will give Ukraine a chance to gain needed experience for reforming its civil service and undertaking administrative reform.

The issue of granting Ukraine's observer status did not appear on the agenda at the OECD's session in October 2007, however, the Embassy of Ukraine in the French Republic has indicated that this request is anticipated to be reviewed in the first quarter of 2008.

International Bank for Reconstruction and Development (World Bank)

Priority of cooperation: preparation and realization of the joint investment project „Civil Service Institutional Development and Modernization”.

On March 14, 2007, a working meeting of the Head of the Main Department of the Civil Service of Ukraine with the Director of the World Bank in Ukraine, Belarus and Moldova, Mr. Paul Birmingham, was held within the framework of the preparation of the project „Civil Service Institutional Development and Modernization”. Mr. Birmingham expressed his willingness to consider the possibility of including this project into a new Partnership Strategy of the World Bank with Ukraine. However, the representative of the World Bank emphasized that the resources for institutional subsidies were limited, and, therefore, the implementation of only one institutional project was feasible.

High institutional capacity of the project „Civil Service Institutional Development and Modernization” was recognized at working meetings at the Ministry of Economy of Ukraine on March 26 and April 3, 2007, which were related to reviewing the project portfolio of the World Bank in Ukraine in the context of the preparation of a new Partnership strategy between the World Bank and Ukraine for 2008 – 2011.

On May 18, 2007, a schedule for the preparation of joint institutional projects with the World Bank was agreed to at a working meeting in the Ministry of Economy of Ukraine. According to the schedule, implementation of the project „Civil Service Institutional Development and Modernization” will start in 2010.

The project „Civil Service Institutional Development and Modernization” has not yet been included into the Strategy of Partnership of the International Bank for Reconstruction and Development and International Financial Corporation for 2008–2011 financial years. On the basis of a working meeting at the Cabinet of Ministers of Ukraine on July 24, 2007, the Main Department of the Civil Service of Ukraine prepared technical and economic justification and information about spheres of implementation, measures and tentative cost calculations that were proposed within the framework of the above mentioned project.

Working consultations with representatives of the World Bank were held in November 2007, The World Bank preliminary examined a list of institutional projects that needed to be supported within the framework of the new Partnership Strategy with Ukraine for 2008–2011. According to this list, it is expected that the project „Civil Service Institutional Development and Modernization” will be included into the loan program for 2010.

Organization of the Black Sea Economic Cooperation (OBSEC)

Priority of cooperation: mutual exchange of experience on civil service issues between member states of the OBSEC.

Organization of the Black Sea Economic Cooperation (OBSEC) was founded on the basis of the Declaration of the Black Sea Economic Cooperation Summit, signed on June 25, 1992 in Istanbul. The founding states of the OBSEC include Ukraine, Albania, Armenia, Azerbaijan, Bulgaria, Georgia, Moldova, Romania, the Russian Federation, Turkey, and Greece.

Issues of institutional development and civil service are among the priority spheres of the organization's activities. They are supervised by a special task force on institutional development and good governance, which was established two years ago.

In early April 2007, the first deputy head of the MDCSU participated in a ministerial meeting of member states of the OBSEC on good governance issues. The meeting resulted in the passing of a Declaration that laid general foundations for the further development of the civil service and public administration system in the Black Sea region.

United Nations Organization

Priority of cooperation: collaboration with the purpose of obtaining technical assistance for support and reform of the civil service of Ukraine and its approximation to the European standards.

On June 22–30, 2007, Ukraine's delegation chaired by the Head of the Main Department of the Civil Service of Ukraine, Timofiy Motrenko, participated in the 7th session of the Global Public Administration Forum hosted by the United Nations in Austria. The delegation included Deputy Minister of Economy, Oleksandr Tsarenko, Deputy Head of the Administrative Reform Department of the Secretariat of the Cabinet of Ministers of Ukraine Olena Latenko, and Head of the Main Unit of Personnel Policy of the Secretariat of the President of Ukraine Oleksandr Yevdochenko. The delegation's members presented the Ukraine's achievements to date in strengthening the transparency and accountability of the public administration system and held working consultations with colleagues from other states on the development of further cooperation in the civil service sphere.

The Ukrainian delegation's prospects, chaired by the Prime Minister of Ukraine, to participate in the United Nations Global Forum in 2009, and also the opportunity to host the United Nations Global Forum in Ukraine in 2017 are currently being considered.

On October 23, 2007, the Memorandum of Understanding between the Government of Ukraine and the United Nations Development Program (UNDP) on the support of civil service

reform within the framework of the administrative reform was signed. The purpose of the Memorandum is to establish the framework's legal foundations for providing expert and technical assistance to Ukraine by the UNO in this sphere.

The Memorandum delineates the following priority spheres in civil service reform:

- Improving relations between civil servants, as providers of services, and citizens, as clients of organizations;
- Implementing recommendations of the SIGMA/OECD assessment that was conducted in 2006;
- Conducting functional reviews of central and local bodies of executive power;
- Introducing informational technologies and „electronic governance” means into the civil service system.

Within the framework of implementing the Memorandum's provisions, a trilateral signing of the project document „**Support to civil service reform in Ukraine**” took place on October 25, 2007.

It is envisaged that within the project's framework, the government of Ireland will render technical assistance to the government of Ukraine in the volume of EUR 1 million, which was agreed upon during the working visit of the Minister of Foreign Affairs of Ukraine to Ireland in February 2006. ■

PRIORITIES FOR 2008

Policy of the Main Department of the Civil Service of Ukraine for 2008

Mission of the Main Department of the Civil Service of Ukraine:

Creation of conditions for further development of a professional civil service — increasing the social status of civil servants according to European standards.

The main goal is: promoting civil servants' professionalism with the purpose of providing high-quality services to consumers and satisfying their needs; ongoing improvement of the activities of the Main Department of the Civil Service of Ukraine; an innovation-based and creative approach to work; promoting personnel development and motivation.

Priorities of the activities of the Main Department of the Civil Service of Ukraine:

- Ensuring further development of civil service legislation;
- Bringing forward proposals on a new system and structure of executive authorities;
- Introducing modern practices and technologies for personnel management into the system of the civil service and promoting the enhancement of a professional level of civil servants;
- Building a new institutional capacity within the civil service;
- Implementing the „electronic ministry” concept;
- Preventing corrupt practices in the civil service and within local government bodies.

In the realization of our priorities, we are guided by the following principles:

- Legality and rule of law;
- Openness, transparency and accountability in decision-making.

Realization of our priorities is achieved by means of:

- Promotion of the adoption of new civil service legislation and draft laws that are needed for the improvement of the professional training of civil servants, their professional ethics and the management of conflicts of interest in the civil service; promoting the formation of a staff reserve for the civil service, procedures for holding a competition for filling vacant positions in the civil service and an annual assessment of civil servants' performance;
- Elaboration of registers of public functions and public services on the basis of the accomplished horizontal functional reviews;
- Creation of the Center for Adaptation of the Civil Service to the Standards of the European Union;
- Improvements in the professional knowledge, skills and abilities of civil servants according to European standards of democratic governance;
- Organization of all-Ukrainian competitions „Friendly Administration” and „Best Civil Servant”, an all-Ukrainian sports day among teams of civil servants of the Autonomous Republic of Crimea, oblasts, and Kyiv and Sevastopol city state administrations;
- Implementation of pilot projects intended to engage youth in the civil service;
- Continued growth and reach of the institutional building instruments of the European Union Twinning, TAIEX and SIGMA, as well as development of policy analysis groups in ministries and other central executive authorities;
- Realization of the „electronic civil servant” concept within the framework of introducing electronic governance, the creation of a national database of electronic personnel files of civil servants and officials in local self-government bodies, and the implementation of other projects with the use of joint informational and telecommunication systems of civil service;
- Ensuring compliance with civil service legislation and taking measures towards the prevention of corrupt practices in public authorities and local government bodies. ■

Informational edition

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What has been done and what is next?**

**Public report on the main results of the activities of the
Main Department of the Civil Service of Ukraine in 2007**

Under the general edition of Timofiy Motrenko
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The editor expresses sincere gratitude to the employees
of the Main Department of the Civil Service of Ukraine and the Center for Support
of Civil Service Institutional Development for their assistance in the preparation of this edition.

Publisher — Center for Support of Civil Service Institutional Development
by the Main Department of the Civil Service of Ukraine
Prorizna Str. 15, Kyiv, 01034, Ukraine; tel. (044) 278-3650, fax (044) 278-3622
<http://www.center.gov.ua>; e-mail: center@center.gov.ua
Certificate of State Registration ДК # 2214 dated 15.06.2005

Published in „OPTIMIST COMMUNICATIONS”
Reytarska Str. 35a, Kyiv, 01034, Ukraine; tel.: (044) 501-01-87,
<http://www.optimist.com.ua>, e-mail: office@optimist.com.ua
Certificate of State Registration ДК # 3118 dated 25.02.2008

Інформаційне видання

**ПРОФЕСІЙНА ДЕРЖАВНА СЛУЖБА:
що зроблено і що далі?**

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Головного управління державної служби України у 2007 році**

англійською мовою

Здано в набір 7.07.08. Підписано до друку 12.08.08. Формат 60x84/8. Друк офсет.
Папір крейд. Гарнітура Геліос. Ум. друк. арк. 5,58. Обл.-вид. арк. 5,6. Тираж 2000. Зам. # 412.