



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

# **PROFESSIONAL CIVIL SERVICE:**

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

**Public report  
on main results of activity  
in 2009**

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# ON THE PATH TOWARDS A SERVICE-ORIENTATED STATE

Practice has shown that informational events and public relations measures are insufficient in overcoming the negative image of the civil service within the general public. To achieve this aim, concrete and concerted efforts are required in order to provide high quality public services to citizens and businesses alike.

The activities of the Main Department of the Civil Service of Ukraine in 2009 have been focused on laying the necessary foundation for the establishment of a service-oriented state – one capable of performing its functions more efficiently and focused clearly upon the task of moving away from the redistribution of public resources towards that of serving Ukrainian people.

From our perspective, there are three primary tasks which need to be undertaken in order to make the shift towards the services of citizens.. Above all, public functions should be rationally distributed between executive government bodies to avoid duplication and to eliminate presently embedded conflicts of interest within the machinery of government, all the while minimizing the licensing, controlling and supervisory activities of the state in all areas. Further, it is necessary to draft and implement clear regulations on the provision of services - a step that will help to reduce procrastination and corruption and will assist in implementing standards that may prove instrumental in assessing the quality of service provision. And, lastly, it is imperative to promote a professional and non-partisan civil service capable of providing services in line with these new standards and procedures as a basis for ensuring long-term and sustainable change.

Over the past year, the MDCS has successfully focused its activity upon ensuring the highest quality service provision to citizens, the state's political leadership and to civil servants, as well as focused upon implementing a number of initiatives, which, in our opinion, need to be consolidated and expanded into the future given their potential significant impact upon the performance of the whole state executive machinery.

The above-noted initiatives include: achieving a full-fledged transition to paperless circulation; compilation of the List of public and administrative services as a functional main instrument for the design of the system and structure of executive authorities and securing free online access to the List; launching a leadership development programme for the senior corps of the civil service; and creating a comprehensive information system to support human resources management in the civil service and the future implementation of personnel policy.

We sincerely believe that our initiatives launched in 2009 will serve as a critical foundation which in the medium three to five year term has the potential to fundamentally alter the state's role and image within the society, and to help move Ukraine in closer alignment to European standards for service-orientated public administration.

**Respectfully,**



**T. Motrenko**  
*Head of the Main Department  
of the Civil Service of Ukraine*

# SECTION I. DEVELOPMENT OF CIVIL SERVICE LEGISLATION

## 1. Creating the legislative framework for new fundamental principles of the civil service development

The Ukrainian institute of civil service started to develop right upon the gaining of state's independence. Yet, the civil service system still maintains the Soviet-style bureaucracy features and is often misused to satisfy political or private interests, in contrast to the developed democratic countries where civil service is separated from political activity and serves the society's interests.

The civil service system in Ukraine has to ascend to a fundamentally new European level, to become the institute of cooperation between the state and the society serving to perform constitutionally vested commitments of the state, to develop human resources potential and to secure effective functioning of public authorities.

### Ensuring the civil service development

In 2009, the MDCS continued its work in finalizing the draft Law of Ukraine "On Civil Service" (new edition) that was developed within the framework of implementing the Program of Development of the Civil Service of Ukraine for the years 2005-2010, the EU-Ukraine Action Plan and the decrees of the President of Ukraine, in particular:

- the Decree of the President of Ukraine "On the Concept of the Development of Civil Service Legislation" # 1 of 05.01.2005; and
- the Decree of the President of Ukraine "On the Concept of the Adaptation of Ukraine's Civil Service to the Standards of the European Union" # 278 of 05.03.2004.

The new law is based on the new European vision of the professional civil service that implies civil servants' neutrality, fairness and impartiality in policy-making and administrative decision-making, independence of a civil servant's professional stand from the influence of political or private interests, commitment to the society's interests, and loyalty to the state and its legitimate political leadership.

In 2009, the draft law has been continually discussed and considered by interested authorities. Thereafter, on June 30, 2009, it was introduced to the Cabinet of Ministers of Ukraine. Upon being reviewed and endorsed by the Secretariat of the Cabinet of Ministers of Ukraine, the draft law was finalized, but its fundamental provisions remained intact.

According to the resolutions of the Government's Committee on Legal Policy, Defence and Law-Enforcement of December 22, 2009 and January 12, 2010, the review of the draft Law of Ukraine "On Civil Service" (new edition) was postponed in order to ensure its systemic consideration together with the draft Law of Ukraine "On Ministries and Other Central Executive Authorities" and with the MDCS' proposals that address the optimization of the structure and system of executive government bodies, which were developed based upon the results of the conducted horizontal functional review.

### Fundamental provisions of the draft Law of Ukraine "On Civil Service" (new edition) are aimed at:

#### Safeguarding the citizens' constitutional right for equal access to the civil service

The draft law proposes to lay down the uniform condition for entry to the civil service that is the conduct of an open competition for all categories of positions apart from specific exceptions that are indicated in the draft law.

It is envisaged that a vacancy announcement and a question list to test the knowledge of candidates for civil service positions will be forwarded to an authorized central executive agency responsible for civil service management and will be placed on the official web-site of an executive government body. Information about the competition results for all categories of civil service positions will be announced by the authorized central executive agency responsible for civil service management through the publication of the information in its official printed edition and on its official web-site. Information will be updated weekly.

#### Separation of political and administrative functions and positions in executive government bodies

The draft law lays down the following mechanisms ensuring the separation of political and administrative functions and positions, which is one of the key principles of building civil service system in the European Union countries:

- First, the introduction of the State Secretary position in the Cabinet of Ministers and state secretary positions in ministries. In other central executive government bodies, administrative functions shall be performed by a head of respective unit (human resources manager); and
- Second, the safeguarding of civil servants' political neutrality, their legal immunity from dismissal for political reasons, and special liability mechanisms for violations against this norm.

#### Ensuring the non-political and non-partisan civil service

The draft law presupposes a competitive selection and appointment of state secretaries that should ensure their political neutrality and protect from the dismissal for political reasons. For ministries' personnel, this senior administrative position will serve as a "protecting umbrella" since state secretary rather than minister will have the authority on all the issues related to civil service management within a ministry, including appointment and dismissal of civil servants.

Furthermore, the draft law imposes additional restrictions on civil servants with respect to their participation in the process of founding political parties and coalitions as well as joining them as members. It also introduces a ban on civil servants' participation in election campaigning and strikes.

#### Building the modern human resources management system in the civil service

The draft law "On Civil Service" proposes to strengthen the role of human resources managers in the civil service in order to form a viable system of the civil service management that will promote the effective and professional civil service. The system will look as a following chain: the Cabinet of Ministers of Ukraine – the authorized central executive agency responsible for civil service manage-

ment – heads of the civil service in executive authorities – personnel units. Therefore, the draft law presupposes the following:

- The authorized central executive agency responsible for civil service management submits the proposals on public policy-making in the civil service sphere to the Cabinet of Ministers of Ukraine and ensures its implementation. The agency's authorities include the coordination of the functioning of personnel units; the endorsement of the appointment and dismissal of personnel units' heads; the introduction of common standards for the services on advanced training for civil servants, and the submission of proposals to a state secretary regarding the revocation of the civil service related resolutions that contravene a law;
- State secretary coordinates human resources management in a respective authority or in its secretariat and is accountable to one who appointed him/her (*subject of appointment*) for ensuring the functioning of civil service in the authority; and
- Personnel unit has the expertise on human resources management issues and functions as an advisor to the state secretary who, in turn, engages in the strategic planning of human resources development in the civil service, civil servants' performance evaluation, and assessment of their training needs.

#### **Fair remuneration system for civil servants**

The draft law presupposes that the size of a civil servant's base pay together with a bonus for category (rank) and a long-service increment shall constitute no less than 80% of monthly wage, and a minimum base pay – no less than double minimum wage.

Adherence to this standard will secure transparency in remuneration of civil servants' labour through the removal of discrimination according to interagency and territorial principles, and will serve as additional guard from supervisor's discretion.

#### **Strengthening civil servants' legal (disciplinary) liability**

The new draft law lays down the system of civil servants' disciplinary liability that envisages the exhaustive list of grounds for disciplinary liability and the procedure of imposing fines for disciplinary offences. Besides, the draft law presupposes civil servants' financial liability – the state is granted the right of retroactive demand (*regress*) for a civil servant who inflicted losses.

#### **Introducing viable mechanisms of preventing corrupt practices and conflict of interest**

The general focus of the draft law "*On Civil Service*" in its new edition lies in implementing the standards that would prevent eventual corrupt practices and conflict of interest, thus succeeding not only in stopping corruption, but also in building a professional civil service. The standards include the following:

- Mandatory income and expense declaration by civil servants;
- Mandatory disclosure of their declarations by senior civil servants;
- Eventual dismissal of senior civil servants if ethical barriers for their further service are present; and
- Ban on the entry to the civil service for those persons who would be in direct subordination to their close relatives.

#### **Ensuring integrity of the civil service**

During the reporting period, the Main Department of the Civil Service of Ukraine undertook the active efforts to ensure the enactment of the draft Law of Ukraine "*On Conflict of Interest in the Civil Service and Service in Local Self-Government Bodies*" and the draft Law of Ukraine "*On Integrity of Public Officials*".

On February 2009, the main provisions of the draft Law of Ukraine "*On Conflict of Interest in the Civil Service and Service in Local Self-Government Bodies*" were approved at a session of

the Government Committee on Legal Policy, Defence and Law-Enforcement, and the MDCS was given a task to take them into consideration during the preparation of the draft law "*On Integrity of Public Officials*" for its second reading.

The draft law "*On Conflict of Interest in the Civil Service and Service in Local Self-Government Bodies*" seeks to introduce the term "conflict of interest" in legislation, to consolidate general rules for preventing and managing conflict of interest in the activity of civil servants and officials in local self-government bodies, and the principles of liability for violations against those rules.

The draft law lays down the norms and standards that establish the following: relevant criteria and behavioural standards which encourage integrity; effective procedures of exposing threats for integrity of public officials (in particular, clear description of circumstances that can lead to a conflict of interest); adequate internal and external accountability mechanisms (in particular, those ensuring public control and the implementation of policy for conflict of interest management at the institutional level.); mechanisms of managing conflict situations; and relevant sanctions for violations against the rules to ensure personal responsibility of officials.

On March 20, 2009, the draft Law of Ukraine "*On Integrity of Public Officials*" was voted down by the Verkhovna Rada of Ukraine. Main criticism to the draft law lies in the excessively broad circle of integrity subjects, according to the legislator.

On March 26, 2009, the MDCS in cooperation with the Council of Europe organized a round table dedicated to the discussion of the draft Law of Ukraine "*On Integrity of Public Officials*". Based upon the discussion's results, it was decided to finalize the draft law with consideration of the norms contained in the draft Law of Ukraine "*On Conflict of Interest in the Civil Service and Service in Local Self-Government Bodies*" and to focus on the following key problems that need to be legally regulated:

- laying down general requirements to conduct of the persons empowered to execute functions of the state and of local self-government bodies as well as the persons with equal status that they shall observe while performing their official duties;
- defining the mechanism of assessing integrity, impartiality and effectiveness of public officials' performance by the citizenry;
- setting relevant criteria and behavioural standards for public servants in the situations in which conflict of interest emerges;
- introducing effective procedures of exposing the threats of emerging conflict of interest into legislative framework;
- defining mechanisms of external and internal accountability of civil servants and other persons serving in public authorities and self-government bodies;
- forming a viable mechanism of managing conflict situations; and
- laying down relevant sanctions with the purpose of ensuring personal liability of public officials.

On May 14, 2009, people's deputies of Ukraine Dzhyga M.V., Budzherak O.O., Kaletnik I.G., and Novikov O.V. introduced the draft laws "*On Rules of Professional Ethics in the Public Service and Prevention of the Conflict of Interest*" (registration # 4420-1) and "*On Measures of Public Financial Control of the Public Service*" (registration # 44272) to the Verkhovna Rada of Ukraine.

On April 29, 2009, people's deputies Kyrylenko I.G., Liashko O.V., Zvarych R.M., Myroshnychenko Y.R., and Bodnar O.B registered the draft Law of Ukraine "*On Conflict of Interest in the Activity of Public Servants*" in the Verkhovna Rada of Ukraine (under the registration number # 4420). The draft law incorporated main provisions of the draft Law of Ukraine "*On Integrity of Public Officials*" that was finalized based upon the results of the round table.

On June 3, 2009, the Committee of the Verkhovna Rada of Ukraine on Fight against Organized Crime and Corruption organized a hearing on the topic "Anticorruption Aspects of Promoting Public Sector Transparency", where the above-noted draft laws were discussed. It was decided to suggest the Cabinet of Ministers of Ukraine, interested state authorities and citizens' associations to express their opinions with respect to those draft laws.

Furthermore, a joint meeting of the Parliament's Committee on Fight against Organized Crime and Corruption and the Board of the Main Department of the Civil Service of Ukraine was held on November 18, 2009. The meeting's purpose was to discuss the main events that are planned within the framework of conducting the information campaign "Clarification of the main provisions of the Law of Ukraine "On Fundamental Principles of Preventing and Counteracting Corruption": legal and organizational aspects".

## 2. Improving normative and legal framework for the civil service and drafting the by-laws required for the implementation of new anticorruption legislation

In 2009, the MDCS continued its work in improving legal framework for civil service and preventing corruption among civil servants and officials in local government bodies.

In particular, the MDCS drafted the following anticorruption bills:

- draft Law of Ukraine "On Introducing Changes to the Law of Ukraine "On Principles of Preventing and Counteracting Corruption"

The introduction of changes to the legal act had the following purpose:

- maintaining the existing system of professional training for civil servants and officials in local self-government bodies;
- ensuring the participation of heads and experienced officials in executive authorities and local self-government bodies in the process of advanced training.

- draft Law of Ukraine "On Introducing Changes to the Law of Ukraine "On Service in Local Self-Government Bodies" (the draft law was enacted by the Verkhovna Rada of Ukraine on September 4, 2009). The law raised the level of responsibility for officials in self-government bodies for violations against requirements of the Law of Ukraine "On Fight against Corruption" and against the Oath of local self-government official.

Besides, the MDCS drafted the following resolutions of the Cabinet of Ministers of Ukraine:

- "On Introducing Changes to the Resolution of the Cabinet of Ministers of Ukraine # 1785 of 27.09.1999" (ratified by the Government on 11.02.2009 under # 83) respecting the improvements in a reporting form on the adherence to requirements of the Law of Ukraine "On Fight against Corruption";
- "On Establishing the Coordinating Committee on Preventing and Counteracting Corruption under the Cabinet of Ministers of Ukraine" (the draft resolution is being reviewed by the Government's Authorized Representative on Anticorruption Policy);
- "On Introducing Changes to the Procedure of Conducting Office Inquiry into Civil Servants' Conduct" aiming at improving the

procedure of conducting inquiries into civil servants' conduct (approved by the Government on 24.06.2009 under # 623); and

- "On Approval of the Procedure of Handling the Gifts Received at Official Events" (approved by the Government on 08.12.2009 under # 1337). The Procedure establishes the mechanism of handing over the gifts received during official events by the persons who are empowered to perform functions of the state to public authority, local self-government body, organization or another legal person where authorized persons are employed or which they represent.

The MDCS has also developed a number of the draft concepts of normative acts. They intend to embed the conduct of comprehensive inspections of the compliance to requirements of the Laws of Ukraine "On Civil Service" and "On Principles of Preventing and Counteracting Corruption" together with other legal acts on civil service and prevention of corruption in public authorities, as well as the procedure of conducting special verifications of the persons applying for entry to the civil service, into a normative act of the Cabinet of Ministers of Ukraine.

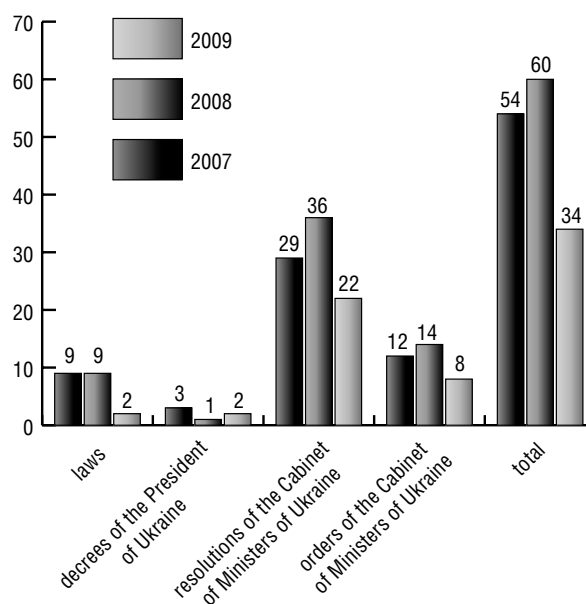
With the purpose of refining the civil service legislation, carrying out public policy in this area and reforming the public administration system, in 2009, the Main Department of the Civil Service of Ukraine elaborated a number of law drafts and other legal acts.

In particular, forty-six (46) draft normative and legal acts were reviewed in 2009, including 34 that were drafted directly by the MDCS (2007 – 54, 2008 – 60).

The draft normative and legal acts that were developed in 2009 include: Laws of Ukraine – 2 (2007 – 9, 2008 – 9), decrees of the President of Ukraine – 2 (2007 – 3, 2008 – 1), resolutions of the Cabinet of Ministers of Ukraine – 22 (2007 – 29, 2008 – 36), and orders of the Cabinet of Ministers of Ukraine – 8 (2007 – 12, 2008 – 14).

In 2009, twenty-four (24) normative and legal acts were enacted (2007 – 29, 2008 – 27).

The most important draft legal acts that were developed and finalized by the MDCS include the drafts of such laws as the law "On Civil Service" (new edition), "On Introducing Changes to the Article 14 of the Law of Ukraine "On the Service in Local Self-Government Bodies", "On Introducing Changes to Some Legal Acts Related to the Entry to the Civil Service and the Service in Local Self-Government Bodies", and "On Introducing Changes to the Law of Ukraine "On Principles of Preventing and Counteracting Corruption".



Draft normative and legal acts that have been developed in 2007-2009



During 2009, the MDCS carried out legal expertise of 7 bills that were developed by people's deputies of Ukraine (2007 – 6, 2008 – 7).

Besides, the MDCS engaged in the review and endorsement of draft acts of the Cabinet of Ministers of Ukraine and the bills

whose main drafters were ministries and other central executive authorities as well as people's deputies of Ukraine. On the whole, one hundred and eighty-three (183) draft normative and legal acts were reviewed in 2009 (2007 – 164, 2008 – 174).

## SECTION II. PROMOTION OF IMPROVEMENTS IN THE FUNCTIONING OF THE STATE EXECUTIVE MACHINERY

### 3. Implementing functional reviews of executive authorities

Functional review is an instrument used to analyze and assess the performance of executive government bodies that enables to form the proposals on its improvement.

Within the framework of executing Paragraph 5 of the Action Plan for the Implementation of the Concept on Reforming the System of Social Services for the Period before 2012 that was approved by the order of the Cabinet of Ministers of Ukraine # 1052-p of 30.07.08, the MDCS carried out a **functional review of the government bodies working in the area of labour and social security**. The MDCS developed a form for the passport of functions in the sphere of social services provision. The above-noted passports were filled out by the Ministry of Labour and Social Policy of Ukraine and by 27 local executive government bodies.

On the basis of the completed passports, the following problems were revealed:

- ✓ Absence of the single central executive agency within the Government that would be responsible for policy making in the sphere of social services;
- ✓ Absence of the structural unit within the Ministry of Labour and Social Policy of Ukraine that would be responsible for management of the system of social services and the organization of work with all target groups;
- ✓ Gaps in the normative and legal framework for the system of social services provision, in particular:
  - Non-coherent Action Plan for the Implementation of the Concept on Reforming the System of Social Service for the Period before 2012;
  - Ineffective mechanisms of licensing professional activity in the area of social services provision;
  - Absence of minimum standards of quality in social services provision that would be set by the state;
  - Absence of a list of unpaid services which delivery is guaranteed by the state;
  - Absence of a procedure to conduct needs assessment in the area of social services;
  - Lack of the clear differentiation of powers between various levels of government bodies working in the area of labour and social security and local self-government bodies; and
  - Absence of the lists of recipients and providers of social services.
- ✓ Non-transparent funding of social services from the state budget of Ukraine;
- ✓ Lack of the engagement of territorial communities into the process of ordering social services; and
- ✓ Shortage of the resources provided to government bodies working in the sphere of labour and social security for the performance of new functions.

In its report on results of the conducted functional review, the MDCS suggested to address the above-noted problems through the revision of the Action Plan for the Implementation of the Concept on Reforming the System of Social Services for the Period before 2012. In particular, the Concept should include provisions on the development and implementation of public minimum standards of

quality in social services provision as well as a list of unpaid services which delivery is guaranteed by the state. At the same time, it is necessary to set deadlines for the implementation of given tasks and to change the sequence of recommended steps in the Concept's implementation.

In 2009, in order to implement the order of the Cabinet of Ministers of Ukraine # 251-p of 25.02.09 "On Measures to Systemize the Provision of Public Paid Services", the MDCS carried out a functional review in the sphere of the public paid services provision. As a result of these efforts, the **List of public and administrative services** has been compiled (The List's statute was approved by the resolution of the Cabinet of Ministers of Ukraine # 532 of 27.05.09).

According to the above mention statute, the MDCS is a holder of the List of public and administrative services while the Center for Adaptation of the Civil Service of Ukraine to Standards of the European Union is its administrator. In order to ensure the management of the List and free access to it, the research work entitled "Creating a prototype of the electronic list of public and administrative services and drafting methodological guidelines on its implementation and maintenance" was accomplished. Free access to the List is provided through the official web-site of the MDCS and the web-site of the Center.

The MDCS' proposals with regard to refining the system of public services provision contain the analysis of the lists of public paid services that were developed on the basis of the Paragraph 7.11 of the Article 7 of the Law of Ukraine "On Corporate Income Taxation" and endorsed by resolutions of the Cabinet of Ministers of Ukraine. The above-noted Government's legal acts have various structure and content, especially respecting the procedure of services provision, collection of payments for their delivery and pricing.

It was revealed that under a general category "public services" or "supplementary public services", the lists contain different types of activity that, judging from their functional profiles, do not always constitute public services, or services as such. Most of the services indicated in the lists are market (economic) rather than public.

The MDCS has also conducted a selective **functional review of local self-government bodies with respect to paid public services** that are provided by them as a part of their delegated powers. The review encompassed 123 local self-government bodies (including 18 oblast, 29 rayon, 36 city, 12 rayon in cities, 12 village, and 16 settlement councils).

The functional review revealed a range of problem issues that need to be addressed, in particular:

- ✓ The public services guaranteed by the state, which provision was delegated to local-self-government bodies, are not always delivered by them, thereby violating against citizens' rights for equal access to services. For instance, such services as official registration of collective agreements (in line with the Article 34 of the Law of Ukraine "On Local Self-Government") and aintenance of the lists of citizens' associations (in line with the Article 38 of the Law of Ukraine "On Local Self-Government") are not delivered by all the councils.
- ✓ A decision on the procedure of providing one or another service, including payment for it, is independently made by a respective council. For instance, minimum standards for the delivery of social services, which should be endorsed

by the state in line with the provisions of the Law of Ukraine “On Social Services”, do not exist.

- ✓ The procedure for identifying paid services remains unregulated. For example, this applies to the issuance of archive references of social nature (in line with the Article 32 of the Law of Ukraine “On Local Self-Government”), record keeping of the citizens who have the right to receive apartments from the residential fund of social purpose (according to the Article 31 of the Law of Ukraine “On Local Self-Government”), and consulting on issues respecting state registration of the economic subjects that were created with participation of foreign legal and physical persons (in line with the Article 28 of the Law of Ukraine “On Local Self-Government”).

Thus, the system of public services provision by local self-government bodies requires clear and unified definition of standards and the procedure for services’ delivery, including payment for them. This regulation will enable to compile a single list of the public services, including paid services, which provision is delegated to self-government bodies.

#### 4. Developing the guidelines and proposals for improving the system and structure of central executive authorities

The Main Department of the Civil Service of Ukraine has completed a comprehensive horizontal functional review. Based upon its results, the List of the public functions of central executive government bodies has been compiled and is being constantly updated. Currently it contains 9,472 entries. The review was conducted within the framework of executing the order of the Cabinet of Ministers of Ukraine # 657-p of 15.08.07 “On Approval of the Action Plan for the Implementation of the Concept on the Eradication of Corruption in Ukraine “Towards Integrity” for the Period before 2011”.

In the course of the horizontal functional review of central executive authorities, the acting legislation has been analyzed, the lists of public functions have been reviewed, and functions have been tested for duplication, redundancy and deficiency. Furthermore, the system of inquiries for using, supplementing and editing the List has been finalized.

Based upon the List of public functions, the principles of designing the system of executive government bodies have been laid down. In line with these principles, the MDSC developed draft proposals for improvement of the system and structure of central and local executive government power bodies in Ukraine.

**The List of public functions** is an electronic database of functions performed by executive authorities and contains information about:

- The legal act that introduced each function;
- The authority responsible for the execution of each function;
- The type of function (legal regulation, control and supervision, property management etc.); and
- The sphere of function (intellectual property, taxes etc.).

The List provides the possibility of defining zones of functional responsibility, overlap in the sphere of impact of different authorities and the mapping of their functional organization.

The system of central executive government bodies in Ukraine is unregulated due to the lack of fundamental principles of its design and the unclear mechanism of subordination and reporting. It is remarkable for the duplication of functions performed by different government bodies, existence of the embedded institutional conflict of interest leading to the spread of corruption, overloading of

ministries with administrative and technical functions which are not inherent to them, and, as a result, their low capacity for policy making in the respective sphere.

The proposals related to the new system of central executive government bodies that were developed by the MDSC conform to the European principles, standards and traditions of democratic governance and are aimed at engaging Ukraine into the single European administrative space.

The following suggested typology of central executive government bodies will remove the embedded conflict of interest, will clearly distribute functions between authorities and will reduce the number of government bodies on the central level by a quarter:

- A **ministry** is a central body of executive power that performs the functions of public policy development as well as normative and legal regulations;
- A **state service** is a central body of executive power that performs control and supervision functions as well as the provision of administrative services;
- A **state inspection** is a central body of executive power responsible for control and supervision; and
- A **national commission** is a collegial central body of executive power that is responsible for establishing prices and tariffs for particular services and goods (independent regulator).

Reforming the system and structure of central executive power bodies will enable to create the transparent system of power that is accountable to the society as well as the open and accessible system of public services provision.

#### 5. Refining services of the Main Department of the Civil Service of Ukraine

The quality management system is one of the key mechanisms to ensure the more effective organization of the activity of the MDSC and its territorial administrations.

In May 2009, an audit group within the certification agency “Intersectoral Center of Quality “Pryrost”” conducted a regular audit. The results of this audit ascertained the MDSC’s compliance with the quality management system according to ISO standard 9001:2001.

With the purpose of studying the state of the functioning of the quality management system during the provision of general public administration services, internal audits were conducted in the MDSC’s central apparatus within its territorial administrations in the second half of 2009.

##### Evaluation of performance of the Main Department of the Civil Service of Ukraine by its employees

In 2009, a survey was carried out among employees in the MDSC’s central apparatus and in its territorial administrations to assess the changes occurring in the MDSC and to evaluate its overall performance.

Most respondents believe that changes in the functioning of the civil service (the enhanced status of the civil service and increased effectiveness in the delivery of services by civil servants, improved professionalism of civil servants, etc.) are the main criteria to evaluate the performance of the Main Department of the Civil Service of Ukraine.

According to respondents, the provision of high-quality services to consumers and the satisfaction of their needs constitute another important aspect of the MDSC’s activity.

The survey ascertained the increased number of the employees who believed that its results would be used by the MDSC’s leadership to improve the organization’s performance.

A share of the respondents having this opinion increased to 88% in comparison with 2008 when it constituted 65 % of all respondents.

The respondents also provided their own ideas on how to make improvements in the activity of the Main Department of the Civil Service of Ukraine. The proposals, in particular, suggested introducing a more transparent system of bonuses, refining the planning system for advanced training for public officials, and using the internal web-site of the MDCS to discuss the proposals on improving its overall activity.

It is worth noting that while in 2008, the respondents indicated regulations on structural units as main documents used in their work, in 2009, the primary importance was attached to laws and normative acts.

In 2009, active efforts have been undertaken to provide advanced training on the issues of quality management for the MDCS' own employees and for officials in other central executive government bodies. In particular, the MDCS organized a training session for the persons authorized on quality management system issues among representatives from the central executive government bodies and the Secretariat of the Cabinet of Ministers of Ukraine. The training event was conducted by experts of the Ukrainian Quality Association at the premises of the School of Senior Civil Service.

Furthermore, in September 2009, the MDCS organized a training event dedicated to practical approaches to the building of quality management systems in central executive authorities. All employees of central executive authorities, who participated in the training event, successfully passed tests and were awarded a certificate in line with the ISO standard 9001:2001.

Besides, distance in-service training for internal auditors from the MDCS' central apparatus and its territorial administrations was organized in autumn. The participants completed a training program for internal auditors on the functioning of quality management systems in line with the ISO standard 9001:2001.

The informational and methodological materials for executive government bodies, which are based on the experience of the introduction and functioning of the quality management system in the MDCS, have been posted and updated on the official MDCS' web-site.

## 6. Conducting the all-Ukrainian competition “Friendly Administration”

The all-Ukrainian competition “Friendly Administration” was initiated in 2008 under the initiative of the MDCS supported by the Government of Ukraine.

The aim of the competition is to benchmark best practices in executive authorities on interaction with the public as well as to study, generalize and spread the best practices on the provision of public (administrative) services.

The competition's results for 2008 were summed up in the first quarter of 2009.

### Winners of the all-Ukrainian competition “Friendly Administration” in 2008:

**Nomination “Central executive authorities”:** I place – the Ministry of Labour and Social Policy of Ukraine, II place – the Ministry of Science and Education of Ukraine, III place – the State Committee of Archives of Ukraine;

**Nomination “Central executive authorities with local administrations”:** I place – the Ministry of Ukraine on Emergencies and Population Protection from the Consequences of Chernobyl Nuclear Accidents, II place – the Main Control and

Revision Office of Ukraine, III place – the Ministry of Justice of Ukraine;

**Nomination “The Council of Ministers of the Autonomous Republic of Crimea, the oblast, and the Kyiv and Sevastopol state administrations”:** I place – Khmelnytsk oblast state administration, II place – Dnipropetrovsk oblast state administration, III place – Ivano-Frankivsk oblast state administration;

**Nomination “Local state administrations in rayons within oblasts, the Autonomous Republic of Crimea, and the cities of Kyiv and Sevastopol”:** I place – Gaysin rayon state administration within Vinnitsa oblast, II place – Kolomiya rayon state administration within Ivano-Frankivsk oblast, III place – Yelanetsky rayon state administration within Mykolaiv oblast.

On July 2, 2009, an award ceremony for winners of the all-Ukrainian *Friendly Administration* Competition in 2008 was held at the premises of the Club of the Cabinet of Ministers of Ukraine. The start of the competition in 2009 was announced during the award ceremony.

Upon taking into the consideration experience of the competition's organization and pursuing the aim of further refining the procedure for the competition's conduct, the resolution of the Cabinet of Ministers of Ukraine # 758 of 22.07.09 introduced changes to the competition's statute. In particular, the changes presuppose the founding of organizing committees and expert groups on the basis of the MDCS' local administrations that will enable to define candidates for victory in the competition among rayon state administrations and local administrations of the central executive government bodies.

In 2009, 40 central executive government bodies, 451 local administration of central executive government authorities, the Council of Ministers of the Autonomous Republic of Crimea, 24 oblast and Kyiv and Sevastopol city state administrations, and 495 rayon state administrations participated in the competition.

The main impact of competition consists in the enhanced quality of the public services provision to citizens, enterprises and organizations by the authorities that participated in the competition.

## 7. Distributing services of the Main Department of the Civil Service of Ukraine closer to the end-clients in regions

In 2009, the activity of the territorial administrations of the Main Department of the Civil Service of Ukraine was focused on bringing its services closer to the end-clients in regions. To achieve this purpose, the MDCS' territorial administrations use various forms of cooperation with executive government and local self-government bodies.

Namely, heads of the MDCS' territorial administrations are active participants in the boards of oblast state administrations and coordination councils on civil service issues thus obtaining an opportunity to influence the state of human resources management in regions and to bring forward the proposals on its improvement.

The efforts to conclude cooperation agreements between the MDCS and local state administrations and councils have continued. In 2009, respective agreements were signed with oblast state administrations and oblast councils in Odessa and Poltava oblasts. The agreements focus on the development of partnership relations, the coordination of efforts aimed at the implementation of public policy in human resources development sphere, including professional development of civil servants and local self-government officials in the area of organizational and human resources management, and assistance in the preparation and implementation of

TAIEX projects. The MDCS' territorial administrations in Donetsk, Dnipropetrovsk, Ivano-Frankivsk, Chernivtsy, and Kirovograd oblasts have continued to implement the already signed agreements.

An effectively functioning training center was established at the premises of the Civil Service Department of the MDCS in Kirovograd oblast in the framework of the cooperation agreement between the MDCS, the Kirovograd oblast state administration and the oblast council. A similar regional center also functions at the premises of the Civil Service Department of the MDCS in Kherson oblast.

In turn, the MDCS' territorial administrations have continued to work out agreements on cooperation with rayon, city, village and settlement councils, which facilitate the provision of methodological and consultative services to local self-government on the grass-root level – in village and settlement councils. Altogether, agreements were signed with 1207 local self-government bodies, including 513 agreements in 2009.

The delivery of methodological and consultative assistance to the executive government and local self-government bodies is

widely used by the MDCS. During the year, the MDCS' territorial administrations rendered such assistance to 2967 authorities.

The MDCS' territorial administrations have also undertaken significant efforts to popularize and implement the quality management system in line with the ISO standard 9001:2001 amidst the executive government and local self-government bodies, to promote the introduction of civil servants electronic registration "Kartka" ("Cadre") and the conduct of public opinion poll on the quality of public services.

In 2009, the MDCS organized two all-Ukrainian seminars for heads of personnel units in local executive government bodies and self-government bodies (at the premises of the Center of Professional Training of the State Tax Administration and the Solomyany rayon state administration in the city of Kyiv), where the modernization of the human resources management system in the civil service, the ways of enhancing the effectiveness of civil servants professional training and provisions of the Law of Ukraine "On Principles of Preventing and Counteracting Corruption" were reviewed.

# SECTION III. INTRODUCTION OF MODERN HUMAN RESOURCES MANAGEMENT PRACTICES AND PROCEDURES WITHIN THE CIVIL SERVICE AND STRENGTHENING CIVIL SERVANTS' PROFESSIONAL CAPACITY

## 8. Reforming the civil service human resources management system – a priority for the modernization of the civil service in Ukraine

In January 2009, at the suggestion of the Main Department of the Civil Service of Ukraine, the **Council of the Heads of Personnel Units within Central Executive Power Bodies** was established as a permanent advisory body under the Cabinet of Ministers of Ukraine (by the authority of the Resolution of the Cabinet of Ministers of Ukraine # 18 dated January 21, 2009). The MDCS governance initiative arose out of their exposure to the Canadian Human Resources Council, presented during a study tour to Canada for senior Ukrainian government officials sponsored by the Ukraine Civil Service Human Resources Management Reform (UCS-HRM) Project.

The Council's purpose is to coordinate public policy in the sphere of the civil service and to improve the performance of personnel units in the area of human resources management within executive government bodies.

### Main tasks of the Council of the Heads of Personnel Units within Central Executive Power Bodies include the following:

- contributing to the process of priority-setting and the definition of mechanisms for institutional, informational and other support in the development of public policy in the sphere of civil service and human resources management;
- analyzing the activity of human resources units in central executive authorities and formulating recommendations to enhance their performance; and
- designing proposals on the improvement of the legislative framework for the civil service and human resources management and submitting them to the Cabinet of Ministers of Ukraine and to central executive government bodies for consideration.

It is expected that the implementation of new approaches to human resources management in the civil service, the modified role and status of human resources units, and the enhanced performance of the state executive machinery will be the main outcomes of the Councils' activity in the future.

In 2009, the Council was engaged in the elaboration of the Concept on improving the human resources management system in the civil service, the development of new standard regulations for human resources (personnel) units within central executive power bodies as well as the compilation of a resource digest on methodological support for employees of personnel units and other related documents. International experts of the Ukraine Civil Service Human Resources Management Reform Project actively contributed to the Council's activity.

In December 2009, the MDCS organized trainings on the "Planning and Professional Selection of Human Resources" that were attended by the heads of human resources units in central and local executive power bodies. The training sessions were held in the framework of the Council's activity and with the support of the Danish project "Technical Support to Public Sector Reforms in Ukraine" (DANIDA). The heads of human resources units also joined the discussion on main tasks and functions of human resources units in executive authorities during the thematic workshops that were held within the framework of the Ukraine Civil Service Human Resources Management Reform Project.

**Policy analysis groups** have operated at the Main Department of the Civil Service of Ukraine during the reporting period. Their activity was aimed at addressing issues such as reform of the classification system and its linkage to compensation, the introduction of new approaches to annual civil servants' performance evaluation, and reform of the system of civil servants' professional training on the basis of competency profiles.

With the participation of international experts from the Technical Support to Public Sector Reforms in Ukraine and the Ukraine Civil Service Human Resources Management Reform projects, the policy analysis groups prepared a draft policy paper on new approaches to civil servants' performance evaluation. The introduction of changes to the general procedure of conducting annual evaluation of the civil servants' performance of their duties and responsibilities (Order of the MDCS # 326 dated 04.11.09 was registered at the Ministry of Justice of Ukraine on 19.11.09 under # 1107/17123) serves as a transitional step in the process of implementing a new procedure of civil servants' performance evaluation.

The draft policy paper on new approaches to civil servants' performance evaluation can be accessed on the official web-site of the MDCS.

## 9. Establishing a nation-wide system for civil servants' professional education

In 2009, a circle of the institutions of higher education offering master's programmes in Civil Service has broadened, having included five new institutions (Academy of Custom Service of Ukraine, Academy of Municipal Management, Bukovyna State Financial Academy, Crimean Law Institute under Odessa State University of Internal Affairs, and Luhansk State National University named after Taras Shevchenko).

Based upon the results of the admission process, one thousand three hundred and eighty-one (1381) students were enrolled to 20 master's programmes in Civil Service (compared to 1151 in 2008). Regional institutes of the National Public Administra-

tion Academy under the President of Ukraine admitted 409 students (compared to 842 in 2008). One thousand two hundred and ninety (1290) experts in Public Administration will graduate by the end of the year.

In 2009, the MDCS started to engage oblast centers on training and advanced training for officials in government bodies, local self-government bodies, and state enterprises, institutions and organizations (further referred as centers) to advanced education for the civil servants and officials in local self-government bodies belonging to I-IV categories, with the consideration of the government order. In the framework of 22 contracts signed between the MDCS and the centers, 2450 heads and deputy heads of rayon state administrations and rayon councils as well as a group of village and settlement heads received advanced training.

During the year, the MDCS has notably expanded the information and PR activities directed at making improvements in the organization of professional training for civil servants and officials in local self-government bodies. An **all-Ukrainian public hearing** on the issues of political and legal support for civil service and service in local self-government bodies (September 24-25, 2009, Odessa) and a theoretical and practical conference entitled “**Mechanisms of Strengthening the Impact of the Scientific Field “Public Administration” on Civil Service and Public Administration Reforms in Ukraine**” (October 8-10, 2009, Yalta) were among the most representative events organized.

The first annual all-Ukrainian public hearing “Political and Legal Support for Civil service and Service in Local Self-Government Bodies” was held at the premises of Odessa National Law Academy with support of Odessa oblast state administration and Odessa oblast council.

The event’s declared objective was to determine political and legal instruments respecting the legal framework for civil service and service in local self-government bodies and to bring forward the proposals on how to make practical use of legal leverage for the adaptation of Ukraine’s civil service to the standards of the European Union.

Representatives from the Secretariat of the President of Ukraine, the Cabinet of Ministers of Ukraine, the apparatus of the Verkhovna Rada of Ukraine, the Constitutional and Administrative courts of Ukraine, the General Prosecutor’s Office, oblast state administrations and councils, central executive government bodies, foreign states, institutes of higher education, scientific institutions, non-government organizations, and mass media were invited to participate in the hearing.

Priority measures in the reform of the civil service and service in local self-government bodies, which will help to meet relevant standards of the European Union, were defined during the hearing.

The event’s participants came to the conclusion that a series of hearings should become a venue for exchange of experience, discussion of the opinions and proposals on addressing of problem issues of the civil service and service in local self-government bodies.

The signing of a cooperation agreement in the area of professional training for civil servants and officials in local self-government bodies between the MDCS, the Odessa oblast state administration and the Odessa oblast council during an opening day of the hearing became a landmark event.

Developing the successful format, it was decided to transform the hearing into **Richelieu international academic reading event**. The recommendations that were approved at the hearing claim that the civil service reform, which should be carried out according to the principles of professionalization, transparency, administrative culture, legal protection and political neutrality of civil servants’, and the implementation of the European civil service standards, is essential for effective development of Ukraine.

The event’s participants came to the conclusion that the annual hearing in Odessa has to become one of the sources for civil service reform in Ukraine. As a follow-up to the event, collected summaries of speeches by 136 participants, which were dedicated to the search for political and legal instruments of the civil service and service in local self-government bodies, were published.



Eight (8) workshops dedicated to the elucidation of main provisions of the Law of Ukraine “*On Principles of Preventing and Counteracting Corruption*” were organized at the premises of the higher education establishments offering master’s education in Civil Service.

The Main Department of the Civil Service of Ukraine has continued its work in refining the normative and legal framework for the education of civil servants and officials in local self-government bodies. In 2009, the Regulations on the system of training, re-training and advanced training for civil servants and officials in local self-government bodies were updated (a draft of the respective resolution of the Cabinet of Ministers of Ukraine is being reviewed by interested executive government bodies). In addition, the MDCS initiated the adoption of the resolution of the Cabinet of Ministers of Ukraine # 789 of 29.07.2009 “On Approval of the Admission Procedure to Master’s Programmes in Public Administration with a Major in Civil Service and the Graduates’ Recruitment” which strengthened the responsibility of the institutions that offer professional education for civil servants and officials in local self-government bodies for the target use of budget funds and the quality of educational process. In addition, the MDCS submitted its proposals dealing with the definition of funding sources for advanced training for officials in local self-government bodies and deputies of local councils to the Finance Ministry of Ukraine.

## 10. Conducting the all-Ukrainian competition “Best Civil Servant”

In 2009, the MDCS conducted the **second annual all-Ukrainian competition “The best civil servant”**. The purpose of the competition is to increase the professionalism, openness and institutional capacity of the civil service through the sharing of best practices of the most promising civil servants.

The competition was held through the nominations “Best leader” and “Best specialist”. An awards ceremony to name and recognize the winners of the competition took place at the National Philharmonic of Ukraine on December 28, 2009.

Mr. Petro Makarenko who leads the department on organizational and analytical support for the chief of the rayon state administration and on media relations within Solomyany rayon state administration in the city of Kiev was named a winner in the nomination "Best leader". Ms. Tetiana Mamedova, a leading specialist of the department on state budget revenues from industrial and agrarian policy within the territorial department of the Accounting Chamber of Ukraine for Kharkiv, Sumy and Poltava oblasts, was named a winner in the nomination "Best specialist".



*Awards ceremony recognizing winners of the second annual all-Ukrainian competition "The best civil servant"*

Besides, winners were also named in the additional nominations "Pride of the trade union" and "Youth are the future of the trade union" that were introduced last year for participants of the final competition's round at the suggestion of Central Committee of State Employees Union of Ukraine. Mr. Viktor Bachynsky who heads the incomes and economic analysis unit within the financial department of the Zalischytsky rayon state administration of Ternopil oblast and Ms. Ludmila Tatarinova, a leading specialist of the unit of political analysis and informational support within the department on internal policy and public relations of the Kherson oblast state administration, were named winners in the above-noted nomination.

For many civil servants, their successful participation in the competition led to career progression. In particular, eight competition's finalists were promoted to senior positions, five finalists were awarded a next rank (category) ahead of time, thirty-four finalists were included into staff reserve for senior positions, and six finalists receive a target referral to the study at master's programmes in Public Administration.

The MDCS and the Academy of Municipal Administration developed the comprehensive programme of the advanced training for civil servants within the competition's framework. Owing to this programme, more than nine thousand civil servants upgraded their professional skills in 2009.

## **11. Organizing the all-Ukrainian sports contest among teams of civil servants from the Autonomous Republic of Crimea, the oblasts, and Kyiv and Sevastopol**

In 2009, the MDCS co-organized an all-Ukrainian sports and athletics contest among the corps of the civil service of the Autonomous Republic of Crimea, the oblasts, and the Kyiv and Sevastopol city state administrations.

This all-Ukrainian sports and athletics contest was aimed at advocating healthy life style, developing corporate culture and popularizing sports among civil servants.

In 2009, the all-Ukrainian sports and athletics contest was held in the period from January to September. The number of its participants largely exceeded the respective number last year. In particular, sports contests on the rayon and city levels engaged around 40 thousand civil servants. The number of participants of oblast-level contests three times exceeded the 2008 numbers and reached 24 thousand people. The final competitions, which were held in the city of Alushta at the premises of the sport society "Spartak", gathered five hundred people.

The competitions were held in the following disciplines: futsal, volleyball, table tennis, chess, and draughts.

In the team scoring, a team of civil servants from Kyiv oblast ranked first, a team from Khmelnytskyi oblast (the winner in 2008) – second, and a team from Zhitomyr oblast – third.



*Awards ceremony recognizing winners of the all-Ukrainian sports and athletics contest among teams of civil servants of the Autonomous Republic of Crimea, the oblasts, and the cities of Kyiv and Sevastopol*



# SECTION IV. FORMATION OF NEW INSTITUTIONAL CAPACITY WITHIN THE CIVIL SERVICE SYSTEM

## 12. The Center for Adaptation of the Civil Service to the Standards of the European Union – a champion of the modern and professional civil service

In 2009, the Center for Adaptation of the Civil Service to the Standards of the European Union has mainly focused on developing the legal and normative framework, on drafting the proposals for the optimization of the system and structure of executive authorities, and on introducing Ukraine's civil servants to the European approaches to the performance of routine tasks.

The past year was remarkable for the enhanced cooperation between the Center and the MDCS' territorial administrations, in particular, respecting the joint implementation of functional reviews and the coverage of present-day realities of the civil service in Ukraine's regions in the Center's newsletter "Bureaucrat".

Search for the mechanisms of improving the organization of the civil service's functioning is one of the Center's priority activities. In its framework, the Center has initiated several scientific research projects in 2009. Most of them were related to various aspects of the implementation of electronic governance (electronic documents circulation, the computerization of the quality management system, and the electronic list of public and administrative services).

The study of the history of civil service in Ukraine should be especially highlighted among the Center's scientific research projects. The results of this work became a basis for a five-volume edition: a two-volume monograph and a three-volume collection of historical documents. In view of its scale, the research is unprecedented in Ukraine's historical science. An editorial team includes top-experts: twenty (20) PhDs and twelve (12) Candidates of historical sciences. Experienced scholars-archivists from all over Ukraine joined the team of authors working on the collection of historical documents and materials.

The authors have drafted the monograph's chapters covering the most important history periods of the states that existed on Ukraine's territory, discovered archive materials for a documentary part of the scientific research, and completed the work in translating, naming the discovered documents and materials, and their archaeological dating.



*A five-volume  
"History of the Civil Service  
in Ukraine"*

The monograph is a groundbreaking project in the Ukrainian historiography that attempts to summarize the numerous papers dedicated to state-building process, political and administrative system, and the organization of the civil service in Ukraine in one comprehensive research. The editorial team began its research work from analyzing the organization of the most ancient states on the territory of Ukraine – the Great Scythia, the states of the northern Black Sea coast, and the Bosphorus Kingdom, and concluded it with the sections on civil service in the Soviet and contemporary Ukraine.

A documentary three-volume collection that includes around 900 documents is an essential part of the five-volume edition. It contains the documents created in the period from the V-th century B.C. to present day and introduces a large number of new materials from the archives of Ukraine, Russia, Poland, and Hungary to the scientific discourse. The three-volume collection traces the development of administrative and management tradition on the Ukrainian territory from the most ancient times to the present and highlights the administration system on Ukrainian land while being a part of different states and during the occupation period.

## 13. The School of Senior Civil Service – an innovative resource center for the formation of highly professional management elite

According to international practice, investing in the development of the senior corps of the civil service is the most efficient mechanism to support viable reforms. In order to implement reforms, Ukraine needs a professional group of the top-managers (senior civil servants) who possess advanced knowledge and skills in strategic management, change management, negotiation processes, risk management, and management of financial and human resources.

Aiming at the consolidation and development of the senior corps of the civil service and the implementation of public administration reform, the MDCS founded the School of Senior Civil Service (further referred as the School) in October 2008.

Since its foundation, the School has contributed to the formation of an effective senior civil service through the implementation of the innovative training programs directed at the development of management competencies and qualities. The programs are designed upon consideration of training needs of the senior corps of the civil service and the best international practices in the training of top-managers in public administration.

The School of Senior Civil Service is a professional club for the heads of government bodies where debates on the priorities of societal development and public policy are staged.

### **Organization of training programmes and events for the senior corps of the civil service**

In 2009, pilot trainings have been organized for senior civil servants. In cooperation with its international partners, the School has elaborated methodology and carried out an assessment of training needs of the senior corps of the civil service.

Based upon the assessment's results and with support of the Dutch Institute for Public Administration (ROI), seven (7) training courses were developed – “Change Management in Public Sector”, “Art of Communications in Public Administration”, “Strategic Management”, “Management”, “Leadership”, “Management of Human Resources”, and “Media Communications”. International and Ukrainian trainers jointly conducted 18 training events that were attended by 216 civil servants from I-IV categories of positions, including 46 civil servants from I-II categories, 125 civil servants from III-IV categories, and 45 civil servants from V category.



*During the training “Art of Communications in Public Administration”*

In cooperation with the international company “Nordic Training International” (Latvian Republic), the School held 5 training events on the following topics: “Art of Administration”, “Programme of improving leadership qualities”, and “Modern techniques for the preparation and conduct of successful presentation” that were attended by 94 civil servants from I-IV categories of positions.

Supporting the values of professional ethics is one of the priority tasks of the School. With the purpose of preparing to the implementation of new anticorruption legislation, the School held a master class for the senior corps of the civil service and a workshop on defamation, which was organized jointly with the Commission on Journalist Ethics.



*Master class on the implementation of new anticorruption legislation and related issues*

Totally, the School organized 27 communicative and training events with the participation of 495 persons. Best Ukrainian and international experts and trainers were engaged to the trainings' conduct.

For example, a master class on media communications was conducted by the first deputy head of the Committee of the Verkhovna Rada of Ukraine on the freedom of speech and information, expert of the international non-governmental organization “Internews-Ukraine”, Mr. Andriy Shevchenko.

#### *Trainers of the School of Senior Civil Service*

**Mr. Frank Little** – a professional trainer and consultant from the United Kingdom with long-term expertise in working with civil servants. Mr. Little has also gained the experience of consulting civil servants from the EU candidate countries respecting the preparation to international negotiations. He worked as a personal trainer for public sector top-managers in many countries.

**Ms. Sheena Matthews** – a highly skilled consultant and trainer on public leadership issues. During 25 years in the civil service of the United Kingdom, she has acquired significant experience of cooperation with officials both in the United Kingdom and in countries with transition economy. Ms. Sheena Matthews is a director of the agency “What works? Ltd”.

**Mr. Oleksandr Savruk** – Candidate of Economics, Dean of the Kiev-Mohyla Business School. He is a founder and manager of transformation projects at the Strategic Consulting Group, a private Ukrainian company operating in the sphere of management consulting. For more than 13 years, he has managed development projects, the shaping of strategic ideas and business strategies, transition to process management, including re-engineering of business processes, and change management in companies and holdings in various fields. Mr. Savruk is an author and teacher of the courses entitled “Philosophy and Business”, “Management of Business Process” and “Management of Strategic Changes” at the Kiev-Mohyla Business School, and the course “Promoting Quality in Health Protection” at the School of Health Protection under the National University of Kiev-Mohyla Academy. He is a founder and administrator of the internet-portal for managers [www.management.com.ua](http://www.management.com.ua). Mr. Oleksandr Savruk also serves as a deputy head of the supervisory board of the public corporation *Malyn Paper Factory* (WEIDMANN Corporation, Switzerland). He spoke at many international management conferences and led his individual workshop at the Harvard University (the USA). He is a member of the Ukrainian Association of Management Consultants.

**Mr. Oleksandr Meshalkin** – a business trainer with substantial expertise in consulting senior civil servants as well as in designing and conducting the workshops on strategic planning and change management. He has engaged in the elaboration and conduct of seminars for 9 years. Mr. Meshalkin is Candidate in Sociology and a graduate of the U.S. Department of State programme “The Development of Small and Medium Business” that was organized at the premises of the **Kettering University** (General Motors Institute of Engineering and Management), state of Michigan. He graduated from the International Institute on Management Problems in Moscow, Russian Federation.

Since 1991, Mr. Meshalkin has worked as a trainer for civil servants and business leaders. He also serves as a head of the national education project “Executive MBA: Pharmaceutical Management and Marketing” for senior leadership of pharmaceutical companies and representative offices of international companies and as an organizer of the advanced training programme for key leaders in the area of health protection. Besides, he is employed as implementation and training manager for national consultants of the World Bank “Private Sector Development” Project in Ukraine. He is a consultant of the Ukrainian Center on Restructurization of Enterprises under the Cabinet of Ministers of Ukraine and a national expert of the European Union Project “Implementation of Ukraine's commitments under the WTO membership and the implementation of the European Neighbourhood Policy in agrarian sector”.

### Development of the Information Resource Center

The Information Resource Center was created to provide information and intellectual resources for trainees of the School of Senior Civil Service. A rich collection of books in the library, electronic resources and professional support from a librarian are at trainees' disposal.

The Information Resource Center of the School of Senior Civil Service contains around 1,500 books, scientific articles, training cases, and leading periodicals. It provides trainees with the access to relevant information resources, including the electronic library of the Organization for Economic Cooperation and Development (OECD iLibrary) and the library of the European Institute of Public Administration (EIPA Library).

An electronic catalogue of the own library of the School of Senior Civil Service will be posted on the School's web-site – [www.school.gov.ua](http://www.school.gov.ua).



Web-site of the School of Senior Civil Service created in 2009

### International partners of the School of Senior Civil Service

The School of Senior Civil Service is a priority platform for international cooperation of the Main Department of the Civil Service of Ukraine in the public administration sphere.

Aiming at introducing the highest standards in the field of providing support to the development of top-managers in public administration, the School cooperates with leading educational institutions in public administration sphere – the Dutch Institute for Public Administration (ROI), the Danish School of Public Administration (DSPA), the Bavarian Administration School (BVS), the U.K. National School of Government, and the European Institute of Public Administration (EIPA), which have long-term experience of working with civil servants.

In 2009, the School signed two Memorandums of Cooperation – with the Danish School of Public Administration (DSPA) and

the Dutch Institute for Public Administration (ROI). Human resources management and development, civil service reform, and the development of professional training programmes for the senior corps of the civil service have been identified as primary spheres of cooperation in the Memorandums.

The School of Senior Civil Service receives support for its activity from the following projects of international technical assistance:

- The Support for the Civil Service Reform in Ukraine Project, donor – the Government of Ireland with the support of the UNDP;
- The Technical Support to Public Sector Reforms in Ukraine Project, donor – the Ministry of Foreign Affairs of Denmark (DANIDA); and
- The Ukraine Civil Service Human Resources Management Reform (UCS-HRM) Project, donor – the Canadian International Development Agency (CIDA).

## 14. Implementing Twinning, TAIEX, and SIGMA European institution building instruments in Ukraine, enhancing their performance within the framework of the European integration processes

In 2009, the MDCS, as a coordinator of the Twinning, TAIEX and SIGMA institution building instruments, has continued the active work to engage more institutions to their implementation. In particular, the MDCS comprehensively supported government bodies in their efforts to increase effectiveness of the implementation of institution building instruments.

The main priorities of the activity in 2009 were the following: strengthening the network of national contact points on the TAIEX and Twinning instruments, extending the application of the TAIEX instrument to the regional level, testing a new systemic approach to annual programming and regular monitoring of the Twinning projects, promoting the rise in quality of the implementation of the Twinning projects in government bodies (institutions), further enhancing the awareness of the rules and procedures in the implementation of Twinning and TAIEX instruments among stakeholders, and identifying priorities of their implementation.

Ukraine became a leader among other countries, covered by the European Neighborhood Policy, in a number of Twinning projects in the pipeline, including the completed projects (Ukraine – 17, Egypt – 13, Marocco – 12, Tunis – 11, Jordan - 9, Azerbaijan – 6, Lebanon, Armenia, Israel, Moldova -2, and Georgia – 1), and in a number of participants of the TAIEX events (in 2006-2008, 1397 civil servants participated in 88 TAIEX events).

During the past year, the implementation of the Twinning, TAIEX and SIGMA institution building instruments was the object of permanent attention from the Government of Ukraine. The state of implementation of the institution building instruments and the mechanisms of increasing their effectiveness were examined at the sessions of the Ukraine-EU Cooperation Committee.

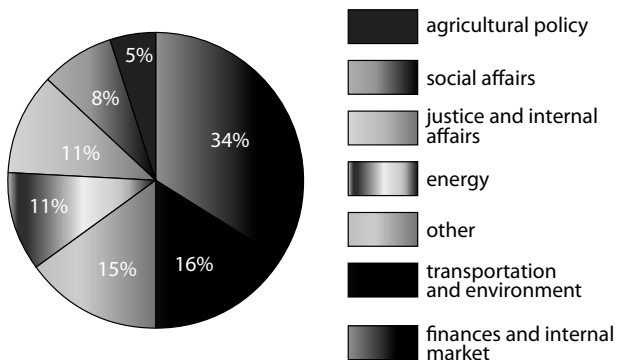
In 2009, the Twinning Programme Administration Office, which functions have been delegated to the Center of the Adaptation of the Civil Service of Ukraine to the Standards of the European Union, actively participated in the consultations dealing with the preparation to the implementation of the Eastern Partnership initiative, and, in particular, of the Comprehensive institution building programme.

### Implementation of Twinning Projects

In 2009, the Main Department of the Civil Service of Ukraine tested a systemic approach to the identification and programming of the Twinning projects (according to the resolution of the Cabinet of Ministers of Ukraine # 868 of 01.10.2008 “On Introducing Changes to the Procedure of Organizing the Preparation and Implementation of the Twinning Projects in Ukraine”). In particular, all central executive government bodies of Ukraine were involved in the process, and the procedure of endorsing project proposals by the Ukrainian part of the Ukraine–EU Cooperation Committee was completed. This step increased the level of coordination among international assistance projects and strengthened the commitments of the Ukrainian side undertaken within the framework of these projects’ implementation.

As a result of this work, by the end of 2009, the Twinning projects working plan included thirty-eight (38) projects:

- **Five (5) projects** in the spheres of public internal financial control, competition policy, electroenergy market regulating, and civil aviation’ norms and standards — **completed**;
- **Twelve (12) projects** in the spheres of accreditation, space technology, sanitary and phytosanitary measures, gas market regulation, justice, civil service, transportation, investment policy, internal affairs, statistics, and monetary policy — **at the stage of implementation**;
- **Two (2) projects** in the spheres of environment and financial control — **at the stage of Twinning contract drafting**;
- **One (1) project** in the sphere of municipal infrastructure — **at the stage of announcement of tender**;
- **Five (5) projects** in the spheres of energy, custom businesses, administrative legal proceedings, civil service, and



*Distribution of the Twinning projects according to the activity spheres*



*Participants of the working group on preparing a logical matrix for the Twinning project during the training workshop “Support to the Implementation of the Twinning Instrument in Ukraine: Proper Initiation and Preparation of the Twinning Projects”*

accreditation — **at the stage of preparation of requirements specification (Twinning Fiches)**;

- **Ten (10) projects** in the social sphere, employment, education, communications, external audit, phytosanitary control, internal affairs, aviation, statistics, and audiovisual sphere — **at the stage of preparation of requirements specification for scope experts**; and
- **Three (3) projects** in the spheres of energy, public financial control, and norms and standards — **at the identification stage**.

The Twinning projects in the spheres of finance, internal market, transportation, and energy proved to be the most demanded in Ukraine, while 15 % of projects, including projects in the spheres of transportation, civil service and space, cannot be ascribed to any of general sectors.

### Distribution of the Twinning projects according to the activity spheres

The Twinning projects in the spheres of finance, internal market, transportation, and energy proved to be the most demanded in Ukraine.

Aiming at strengthening institutional capacity of executive government bodies, the Twinning Programme Administration Office organized a series of the training events dedicated to the effective implementation of the Twinning instrument in 2009. The trainings’ purpose was to enhance the practical skills on the initiation and preparation of the Twinning projects and to improve the quality of the Twinning instrument’s application.

### Training on implementation of the Twinning instrument – transforming quantity into quality

The training seminar “Support to Implementation of the Twinning Instrument in Ukraine: Proper Initiation and Preparation of Twinning Projects” was organized on February 11, 2009 for the contact persons charged with the implementation of Twinning projects within government bodies. The procedure of initiating and preparing projects as well as the role of executive government bodies in the projects’ identification process were presented at the event. The seminar also included exercises aimed at the gaining of practical skills on how to determine a topic for Twinning project in a certain public administration sector and how to develop a logical matrix.

The workshop “Improving the Quality of Implementation of the Twinning Institution Building Instrument in Ukraine: Current State and Future Prospects” was held on July 9, 2009 and was attended by the contact persons responsible for the implementation of Twinning projects. The event’s aim was to discuss and to jointly develop the mechanisms of improving the quality of implementation of the Twinning institution building instrument on the platform of studying institution building experience of the European Union new member states and candidate states.

On October 14-16, 2009, representatives from the Poland’s Committee for European Integration jointly with the Twinning Program Administration Office in Ukraine organized the workshop “Strengthening Institutions in the Implementation of the Twinning Projects”. In the course of the event, Polish experts shared their experience in applying the Twinning instrument and led a series of practical trainings.

The experience of Ukraine in implementation of the Twinning institution building instrument was presented at the “Institutional Days” – an annual meeting dedicated to the Twining and TAIEX institution building instruments that was held on June 11-12, 2009, in Brussels, Belgium. Main achievements and the problems issues emerging in the course of implementing Twinning projects, in particular, due to insufficiently flexible procedures of applying the Twinning instrument, were highlighted during the event. Specific

proposals on possible mechanisms of addressing the above-noted issues were also brought forward.

In 2009, the Twinning Programme Administration Office organized three training visits for representatives from beneficiary government bodies of Twinning projects to Croatia, Turkey, and Slovenia. The purpose was to exchange their experience in the implementation of the Twinning and TAIEX institution building instruments with similar government bodies in host countries. Also, representatives of the Twinning projects' beneficiary government bodies participated in the workshop "How to Develop and Implement Successful Twinning Projects in the European Union Candidate and Potential Candidate Countries and in the Countries covered by the European Neighborhood Policy" that was organized by the European Institute of Public Administration in Warsaw, the Republic of Poland.

#### Achievements and outcomes of the first Twinning projects

The year 2009 marked the completion of an initial stage in implementation of the Twinning institution building instrument in Ukraine. In particular, the National Electricity Regulatory Commission of Ukraine celebrated the completion of the Twinning project in energy regulation. Among the project's key accomplishments is the draft Law of Ukraine "On the National Electricity Regulatory Commission of Ukraine", which incorporated the best European practices in the operation of independent regulators and vast Ukrainian experience in energy field. The project also included the study and implementation of methodologies to monitor quality of supplied electricity and the development of an adequate electricity pricing mechanism incorporating social protection of population. Successful implementation of the project in the electricity sphere prompted the launch of a second Twinning project that will deal with gas sector regulation.

The Twinning project "Assisting the Main Control and Revision Office (KRU) in implementing a new system of Public Internal Financial Control" has become another pioneer initiative. The project's results will play a key role in the further development of a domestic system of Public Internal Financial Control.

With the purpose of developing and approximating the standards of Ukraine's space industry to the European Union standards, since April 2008, the National Space Agency of Ukraine (NSAU) has implemented the project "Boosting Ukrainian Space Cooperation with the European Union". Within the project's framework, the NSAU enters into cooperation with the partner countries, which are members of the European Union, and with the European Space Agency. Legislative and regulatory framework in the space industry is being approximated to the European standards.

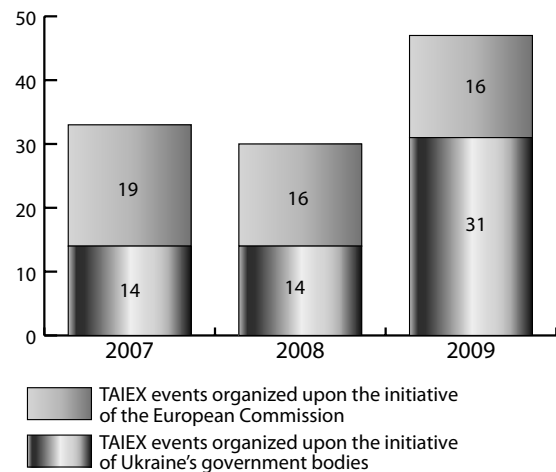
Within the project's framework, the assistance needed for the participation in the European Union scientific (FP-7) and technical (GMES, Galileo) programmes is being provided. The project also provides experts from the NSAU and enterprises in the space industry with internships and training visits to the countries having the largest expertise in this field – France and Germany.

#### Attracting the external assistance of the European Commission within the framework of the TAIEX instrument

Over the course of 2009, eight hundred and seventy-two (872) representatives from Ukrainian public authorities became beneficiaries of 47 TAIEX events that were held in such fields as freedom, safety and justice, internal market, transportation, environment and energy, agriculture, and safety of food products.

With the purpose of providing consultative assistance to improve the quality of the preparation and processing of TAIEX applications, the Main Department of the Civil Service of Ukraine held a series of training events in 2009.

In particular, in February 2009, the MDCS organized a consultative workshop with the participation of representatives from the European Commission's Directorate-General for Enlargement. The workshop's purpose was to address problem issues in the application of the TAIEX instrument in Ukraine stemming from delays



Number of the TAIEX events organized at the initiative of the Ukrainian and the European parties



Participants of the TAIEX seminar on exploring the EU legislation (Acquis Communautaire)

in the review of applications from Ukraine's public authorities. As a result of the event, the mechanism of processing applications from Ukraine's public authorities by the European party was re-considered. In particular, a new simplified procedure of endorsing applications from Ukraine was introduced.

On May 29, 2009, a TAIEX seminar on exploring the EU legislation (Acquis Communautaire) for the contact persons on the issues of implementing the TAIEX instrument in Ukraine's government bodies was held in Kyiv. The event was attended by the contact persons on the issues of implementing the TAIEX instrument within central executive government bodies, representatives from territorial administrations of the MDCS, heads of personnel units in the Council of Ministers of the Autonomous Republic of Crimea, in oblast state administrations and city state administrations in Kyiv and Sevastopol as well as representatives from the Center of the Adaptation of the Civil Service to the Standards of the European Union. The seminar created favourable environment for networking, intensifying the cooperation among central executive government bodies and local administrations with regard to the implementation of the TAIEX instrument, and for more effective implementation of the TAIEX instrument on the regional level.

During 2009, a number of government bodies have been consulted on the specific features of the TAIEX instrument's implementation, including rules for the preparation of application forms for being reviewed by the European Commission.

Enlisting serious political support from the Government of Ukraine, which is essential for enhancing effectiveness in the implementation of the Twinning and TAIEX institution building instruments, and expanding the network of Twinning contact persons, which currently includes around 70 representatives from public



*Consultative workshop on the state of attracting external assistance of the European Commission within the framework of the TAIEX instrument in 2008 and the review of prospects for 2009*

authorities and institutions, are among the key achievements of the Twinning Programme Administration Office in 2009. Besides, the PAO succeeded to increase a number of civil servants who participated in the TAIEX events; to improve the quality of TAIEX applications submitted by government bodies; to ensure the stable functioning of the network of TAIEX contact persons in central executive government bodies and to reinforce cooperation between the MDCS and the noted bodies; and, last but not least, to increase a number of the proposals to initiate events within the framework of the TAIEX instrument.

#### **Examples of practical achievements of the TAIEX events**

On January 19-23, 2009, the expert TAIEX mission "Characteristics of National Forest Inventory" worked in the Ukraine's State Forestry Committee. In the course of the event, experts from the EU member states introduced employees of the State Forestry of Ukraine to the experience of conducting national forests' inventory in the EU member states, Russia and South American states, clearly delineating advantages and disadvantages of the various models of national forest inventories. The main issues related to national forest inventory on Ukraine were also discussed. Providing the Ukrainian party with important insights and guidelines on the initial stage of implementing a national forest inventory in Ukraine was a main result of the expert mission's work.

On February 2-3, 2009, a workshop entitled "Popularization of Energy Efficiency and Energy Conservation among Citizens and in the Industry" was held at the premises of the National Agency of Ukraine for Efficient Use of Energy Resources. The main issues in the popularization of energy efficiency and energy conservation among the population and in the industry were examined at the workshop. Also, the experience in energy saving in the European Union member states was presented for the workshop's participants. The problem of developing high-performance technologies and implementing research and technical projects in the sphere of energy efficiency was also addressed.

#### **Use of SIGMA institution building instrument in Ukraine**

In 2009, cooperation with the SIGMA experts included the implementation of the following events.

First, a round table dedicated to the discussion of the draft Law of Ukraine "On Integrity of Public Officials" was held.

Second, within the framework of their April mission to Ukraine, experts of the SIGMA programme assessed the current state of the legislation regulating public procurement, and discussed and coordinated the provision of expert assistance to Ukraine in the

sphere of public procurement reform. During the mission, they held working meetings with representatives from the Ministry of the Economy of Ukraine, the Secretariat of the Cabinet of Ministers of Ukraine, the World Bank, and the Delegation of the European Commission to Ukraine.

The SIGMA experts have also examined the draft Law of Ukraine "On Conflict of Interest in the Civil Service and the Service in Local Self-Government Bodies" (registration # 4420).

In June 2009, the Delegation of the European Commission to Ukraine jointly with the MDCS held consultations with the leadership of the SIGMA programme. The subject of the consultations was the conduct of needs assessment to support reforms in the sphere of public finance management with the use of the sector-wide approach and the involvement of the State Treasury of Ukraine, the Accounting Chamber, and the Main Control and Revision Office of Ukraine. A first mission of the SIGMA experts on the assessment of public finance management took place on December 16-18, 2009. It is envisaged that results of the conducted assessment will be used to define activity spheres in new Twinning projects.

#### **Organization of the Third annual conference on Twinning operations**

On November 19, 2009, the Twinning Programme Administration Office, with support of the Cabinet of Ministers of Ukraine and the European Commission, organized the Third annual conference on Twinning operations. Such annual conferences have become a tradition. They provide a platform for discussing actual issues on the development and usage of the Twinning, TAIEX and SIGMA institution building instruments.

This year conference was aimed at strengthening the cooperation between the Eastern Partnership countries, establishing civil servants' professional community and networks to exchange experience and best practices in the field of administrative and institutional reform.

The Third annual conference was dedicated to discussing the prospects of the Twinning instrument in the context of the European Commission's Eastern Partnership initiative and achievements of the Twinning instrument.

The event was attended by nearly 200 participants, including representatives from the Twinning Programme Administration Offices in Azerbaijan and Moldova, the General Directorate of the European Commission "EuroAid" (Brussels, Belgium), embassies of the EU member states, the Delegation of the European Commission to Ukraine, Ukraine's government bodies, and mass media.



*Participants of the Third annual conference on Twinning operations*

Ukrainian experience of implementing the Twinning projects, in particular, by the National Space Agency of Ukraine, the Main Department of Internal Troops under the Ministry of Internal Affairs of Ukraine, and the National Commission on the Regulation of Electric Energy of Ukraine was presented at the conference.

A final resolution of the Third annual conference on Twinning operations summarizing the results of its work was adopted at the end of the conference.

## 15. Institutionalizing and developing policy analysis groups within ministries and other central executive authorities

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

In order to strengthen the capacity of civil servants to analytical support of the strategic government decisions, the Main Department of Civil Service of Ukraine during 2005–2009 supported a number of initiatives dealing with activities of a network of the policy analysis groups in the central executive bodies in Ukraine. Around 260 civil servants of top and middle managerial levels from the Secretariat of the President of Ukraine, Secretariat of the Cabinet of Ministers of Ukraine, National Bank of Ukraine, ministries and other central executive bodies received training and acquired relevant public policy skills and knowledge needed for application of democratic procedures to the decision-making process.

In 2009, the network of policy analysis groups has been expanded to include ten new intergovernmental policy analysis groups aimed to support the creation of a free trade area and three groups on civil service reform. Each group consisted of 7-11 civil servants who belonged to the II-IV categories of positions.

The sectoral strategies to meet Ukraine's commitments within the framework of the future Ukraine-EU Association Agreement, which clearly define the actions and steps to implement the Agreement as well as the required financial, human and institutional resources, represent main outputs of the groups' work.

### The documents developed by policy analysis groups in 2009:

*To support the creation of a free trade area between Ukraine and the EU:*

- Policy on Overcoming Technical Trade Barriers: Standardization and Conformity Assessment;
- Consultations on Improving Investment Climate in the Agricultural Sector of Ukraine's Economy;
- Defining Optimal Ways to Reduce the Level of Piracy in Ukraine with Respect to Copyright and Related Rights in the Course of Circulation of Copyright Objects on Tangible Mediums;
- Development of Water Resource Management Policy under the "Environment" Section of the EU- Ukraine Association Agreement;
- Dissemination of Information on Public Procurement: Adaptation of Ukrainian Legislation to the Acquis Communautaire;
- Harmonization of the National Aviation Safety System with European Standards within the Framework of the Common Aviation Area Agreement. Participation of Ukraine in the European Aviation Safety Agency;
- Harmonization of Ukrainian Legislation on the Application of Excise Duty on Alcohol and Tobacco Products in the Context of a Future Agreement on Association with the EU;
- Improvement of Risk Management in the Financial Services Sphere in Ukraine;

- Priority Measures for the Integration of the Unified Power System of Ukraine to the Unified Power Systems of the EU;
- Strategy for the Improvement of State Sanitary and Phytosanitary Control and Surveillance at State Border Crossings.

*In the sphere of implementing the MDCS' priorities:*

- Reforming the Classification System in the Civil Service in Connection with the Remuneration System for Civil Servants;
- Introducing New Approaches to Annual Civil Servants' Performance Evaluation;
- Reforming the System of Professional Training for Civil Servants Based on Competency Profiles for Senior and Medium Rank of Civil Servants.

Results of the activity of the policy analysis groups were presented at a final scientific and practical conference on December 1, 2009.



*A final scientific and practical conference to present the results of the activity of policy analysis groups in 2009*

In order to support the implementation of the Ukraine-EU Association Agreement and to improve normative and legal framework for the functioning of policy analysis groups, the MDCS has developed and submitted to the Cabinet of Ministers of Ukraine the draft resolution "Functioning of Policy Analysis Groups in Central Executive Government Bodies" (approved by the Government on 02.03.2010 under # 334-p).

## 16. Implementing the State Programme for the training, re-training and professional development of civil servants in the area of Ukraine's European and Euro-Atlantic integration

Providing government and local self-government bodies with the experts who are capable of competent implementation of the tasks in the sphere of European and Euro-Atlantic integration is one of the priorities for ensuring the proper cooperation with the European Union and the NATO.

The Coordination Council on Training, Re-Training and Professional Development for Experts in the Field of European and Euro-Atlantic Integration of Ukraine (further referred as the Coordination

Council) was founded by the order of the MDCS # 87 of 27.03.09 with the following purposes: coordinating government bodies in the implementation of the State Programme for the training, re-training and professional development of civil servants in the area of European and Euro-Atlantic integration of Ukraine for the years 2008—2011 (further referred as the Programme); developing guidelines on the effective task performance within the Programme's framework; examining results of the monitoring of the Programme's implementation; studying the proposals on refining the Programme; and ensuring the consideration of public opinion during the Programme's implementation.



*Second meeting of the Coordination Council*

In order to perform the above-noted tasks and to make relevant decisions, two meetings of the Coordination Council were held in 2009.

With the purpose of drafting the normative and legal acts on training, re-training and advanced training for civil servants and officials in local self-government bodies who are experts in the European and Euro-Atlantic integration, as well as with the aim of ensuring the competitive selection of the higher education establishments and institutes of postgraduate education for the training for experts, the MDCS' order # 193 of 13.07.09 established the Interagency expert group on training, re-training and advanced training for experts in the field of European and Euro-Atlantic integration of Ukraine (further referred as Interagency expert group).

#### **Results of the functioning of the Interagency expert group:**

The MDCS and the Ministry of Education and Science of Ukraine passed the joint orders:

- “On approval of the list of specializations and majors, the criteria and the procedure of the selection of higher educational establishments, institutes of postgraduate education and other legal persons that provide educational services for the training, re-training and advanced training for experts in the field of European and Euro-Atlantic Integration of Ukraine” # 225/761 of 19.08.09 (registered in the Ministry of Justice of Ukraine under # 860/16876 of 11.09.09);
- “On approval of the process of language training for experts in the field of European and Euro-Atlantic Integration of Ukraine” # 224/759 of 19.08.09 (registered in the Ministry of Justice of Ukraine under # 869/16875 of 11.09.09); and
- “On approval of the list of higher educational establishments, institutes of postgraduate education and other legal persons that provide educational services for the training, re-training and advanced training for experts in the field of European and Euro-Atlantic Integration of Ukraine” # 295/903 of 30.09.09.

*The following draft normative and legal acts were developed:*

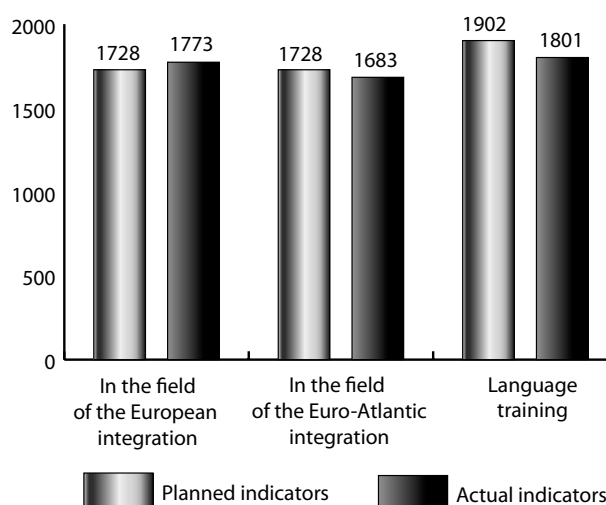
- *draft order of the MDCS “On approval of the methodological guidelines to define the demand for experts in the field of the European and Euro-Atlantic Integration of Ukraine within government and local self-government bodies”;*
- *draft joint order of the MDCS and the Ministry of Education and Science of Ukraine “On approval of the procedure of controlling the content and quality of education process in the educational establishments that provide training, re-training and advanced training for experts in the field of European and Euro-Atlantic Integration of Ukraine”;* and
- *draft order of the MDCS “On introduction of changes to the Directory of standard professional profiles for civil servants' positions”.*

With the purpose of expanding the network of educational institutions and institutes of postgraduate education, which will be granted the right to provide training, re-training and professional development for experts in the field of the European and Euro-Atlantic Integration of Ukraine, a competitive selection of the above-noted educational institutions was held on September 18, 2009. Seventy-two (72) educational establishments participated in the competition. However, ten (10) institutions failed to attest their capacity for the training, re-training and professional development for experts in the field of the European and Euro-Atlantic Integration as well as for language training due to the lack of methodological materials or the absence of required licenses.

On May 26, 2009, the MDCS organized the training event entitled “Improving the quality of implementing of the State Program for the training, re-training and professional development of civil servants in the area of European and Euro-Atlantic integration of Ukraine for the years 2008—2011” for central executive government bodies. In the course of the training, the expertise of educational institutions and institutes of postgraduate education in the field of advanced training for experts was presented, and the application of modern instruments of human resources professional development planning was discussed.

#### **Organization and conduct of advanced training for experts in the field of the European and Euro-Atlantic Integration as well as language courses**

The School of Senior Civil Service has concluded 56 agreements with educational institutions to provide advanced training courses for experts in the field of the European and Euro-Atlantic Integration as well as language courses.



*Quantitative indicators of the civil servant' training in 2009*



Civil servants and officials in local self-government bodies attended advanced training courses in various disciplines.

***Examples of the training programs' subject areas:***

- Adaptation of social policy and labour legislation to the EU standards;
- Energy efficiency and use of alternative energy sources – application of the European experience in Ukraine;
- Ukraine's public administration within common European space;
- Cross-border and Euro-regional cooperation of frontier regions;
- The European Union today;
- Euro-Atlantic security. New challenges;
- The European Union: foundation history, main institutions and evolution; and
- Systematization of English interactive communication skills for business and special purposes.

Most of the advanced training courses for experts were focused on general issues of the European and Euro-Atlantic integration. However, the implementation of the future Association Agreement brings along the new challenges related to the adaptation of the substantial share of Ukraine's legislation and its practical application, especially on a local level. A low institutional capacity of central and local executive government and local self-government bodies, low professionalism of experts in the field of the European

and Euro-Atlantic integration, language barrier, and, especially, weak knowledge of the EU sectoral issues that are essential for the implementation of commitments under the Agenda of the EU-Ukraine Association require new approaches to the organization of civil servants' training.

With the purpose of improving the Program's implementation in 2001, it is necessary to introduce changes to the Program in the part related to separation of advanced training fields – European and Euro-Atlantic integration respectively, - and to the development of a strategy for the preparation of Ukraine's civil service system to the effective fulfilment of its commitments in respective spheres, in particular, through training for trainers. Within the framework of the Comprehensive institution building program of the European Commission, it is suggested to establish a regional training center that would focus on training for trainers and civil servants in specific sectors of the European integration.

Funding for professional development of experts in the field of European and Euro-Atlantic integration and for language training was allocated from general funds of the State Budget of Ukraine in the size of UAH 6,300.0 thousand. Actual expenses in 2009 made up UAH 4,740.0 thousand, including UAH 1,105.6 thousand for professional development of 1,773 experts in the field of the European integration; UAH 985.1 thousand for professional development of 1,683 experts in the field of the Euro-Atlantic integration; UAH 2,546.8 thousand for language training of 1,801 person; and UAH 102.5 thousand for the development of training manuals and collections of normative and legal acts.

# SECTION V. INTRODUCTION OF E-GOVERNANCE PROJECTS

## 17. Implementing the corporate network of IP telephony for the MDCS

Having created the basis for modern information and telecommunication infrastructure in the previous years, in 2009, the Main Department of the Civil Service of Ukraine managed to fully expand the corporate IP-network. Already in 2008, one hundred eleven (111) IP- phones were connected to the IP telephony network. This paved the way to the transfer of audio- and video-data among individual workstations and to the conduct of collective staff meetings in a form of video- and audio-conferences.

In 2009, the corporate IP-network was extended to all the territorial administrations and subsidiary bodies of the MDCS.

### Advantages of the corporate IP telephony for a government body

Economy of public funds:

- Reduced routine expenses to support the outdated systems of analog telephony;
- Reduced consumption of working time and funds for business trips;
- Saving on long-distance phone calls (tariffs for using Internet are much lower than tariffs for long-distance phone calls); and
- Saving on postal and courier service costs.

Successful performance of communicative functions of public administration:

- Upgraded level and quality of management due to easily applied video communication;
- Efficient and prompt organization of video-conferences, negotiations, working meetings, and sittings of working groups and collegial bodies; and
- Improved performance of civil servants and successful fulfilment of their control and analytical functions.

In 2010, the corporate IP-network, which would unite all workplaces in the MDCS' system (around one and half thousand places), will substantially increase manageability of the process of bringing the MDCS' services to end-clients.

The experience gained in the instalment and expansion of the corporate IP-network as well as methodological materials will be shared with other government bodies.

## 18. Modernizing electronic workflow in the MDCS

The MDCS has spent the year 2009 under the motto "Resolute Movement to Official E-Workflow". Since the experience of Ukraine's government bodies in this sphere is extremely limited, the MDCS has made groundbreaking efforts.

The successful implementation of e-workflow hinges on the progress achieved in previous years. In particular, by January 1, 2009, electronic registration journals for incoming and outgoing documents were introduced; e-cards for the documents undergo-

ing registration were created; access and connection to the system of registrars in the central apparatus of the MDCS was secured; and the process of drafting electronic content of documents was launched.

Resolute support for changes on the part of the MDCS, persistence in problem-solving and personal example in the application of electronic workflow also belonged to the key factors of success.

In order to ensure legitimacy of electronic workflow, employees of the MDCS' central apparatus and subsidiary institutions received personal electronic digital signatures. Electronic digital signatures are equalled to own signatures by their legal status and are confirmed with the open key certificates attesting that an electronic signature belongs to a particular person.

With the purpose of creating administrative and management basis for the transition to electronic workflow, the MDCS adopted a package of official documents: a program (plan) of transforming documents circulation into a paperless form; a procedure of organizing electronic workflow (terms of reference for users; instructions on system administration); and procedure of using electronic digital signature that regulates the rights of signature's user and the authorities of a respective department on the usage of electronic digital signature, etc.

The introduction of e-workflow was implemented step-by-step. The rational sequence of the introduction of various documents' types to e-workflow was a key factor in the smooth transition. The first stage included the information documents that only required to be examined without being implemented. At the second stage, documents between structural units of the civil service were introduced to the workflow. At the third stage, the documents that had to be completed to schedule except of those that came from the Verkhovna Rada of Ukraine, the President of Ukraine, and the Cabinet of Ministers of Ukraine were included to paperless circulation. At concluding stages, all the documents were included to e-workflow except of those that shall be reviewed according to a special procedure that is different from the general procedure of drafting and reviewing documents (financial documents, citizens' appeals, and documents with limited access). It should be also emphasized that the introduction of e-workflow was accompanied by continual training for employees.

The work of the MDCS' registrars was facilitated through the usage of powerful computer and scanning equipment, which also enabled to speed up the process of registering incoming and outgoing documents with their introduction to the databases of the electronic circulation system. In addition, this equipment made it possible to scan paper documents of considerable volumes (sometimes up to 100-150 pages).

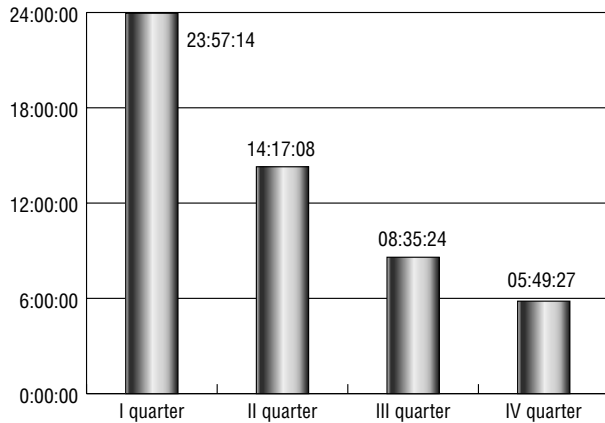
Based upon the results of 2009, **81.4 % of the MDCS' workflow was transferred into a paperless (electronic) form** with the use of electronic digital signature. This is the first successful example of such transition in Ukraine's executive government bodies.

### Positive outcomes from the introduction of e-workflow in the MDCS:

- ✓ Substantial saving of resources – expenses for materials used in paper workflow alone were reduced by 50%;
- ✓ Possibility of the unbiased assessment of each employee's workload due to the transparency of all the processes related to review of documents;
- ✓ Overcoming of communication barriers between structural units that became possible due to the automatiza-

tion of documents' exchange and their collective review from remote workstations;

- ✓ Increased personal competitiveness of employees in the conditions of information society owing to the learning of new techniques of organizing working process; and
- ✓ The maintenance of "vivid" institutional memory (the document is kept in the same form it was created, and its recovery does not require complex transformations).



Average time for document's review in the MDCS in 2009

In 2010, the MDCS' intends to convert all official workflow into paperless form. The workflow of its territorial administrations will be also converted into electronic form and integrated to the joint e-workflow system. A transition to the electronic preparation and organization of the MDCS' working meetings is also planned. In order to ensure proper quality of the remote work performed by a large number of users, the capacities of an official data center will be built up. In addition, the whole e-workflow system of the MDCS will be transferred to a protected network that has been created on the basis of the information and telecommunication system of government bodies.

Next year, the MDCS will initiate the creation of a global network of e-workflow uniting Ukraine's government bodies. E-workflow will enable to change the philosophy underlying the work of government bodies – from controlling the formal execution of documents to analyzing the extent of results' achievement and the quality of a final product.

Owing to the measures that have been taken, average time for document's review has reduced from around 24 hours in the first quarter to 5 hours 49 minutes in the fourth quarter of 2010 (see Diagram).

## 19. Upgrading web-resources

Through the development of in-house web-resources, the MDCS seeks to expand the list of services provided through Internet and to improve their quality, to raise the society's awareness about the MDCS' activity and to engage the citizenry to the process of policy-making and policy implementation in the civil service sphere.

The system of the MDCS' web-resources includes its official and internal websites as well as websites of all the territorial administrations of the MDCS that can be accessed through GEO-information interface.

A website section entitled "Search for Vacancies in Government Bodies", the system of online polling, and a search engine on the MDCS' official website have been updated in 2009. The refined

opportunities for vacancy search provide access to more detailed information about vacant positions in executive government bodies of Ukraine (requirements to candidates, deadlines for vacancy announcements, contact information of personnel units, etc.). The online polling box enables to get a public opinion profile on the important civil service issues from all the regions of Ukraine.

A new search engine saves the time being spent for obtaining desired information at the official website of the MDCS as well as at websites of its territorial administrations.

In addition, two new services "What's New on the Web-Site?" and "Statistical Card" have been established on the MDCS' official web-site.

In 2009, the general volume of information resources at the website grew up to 2.9 GB.

The above-noted measures together with active promotion of the MDCS' website in Internet led to the remarkable growth in the number of its users.

During 2009, the MDCS' official website was visited by 266,196 users (which is by 46 % exceeds the respective number in 2008). On average, 729 users visited the web-site daily. The frequency of web-site's hits grew 17 times as compared with 2008.

Based upon a daily number of visitors, by the end of 2009, the MDCS' website ranked 9-10 among 200 websites in the "Administration" section, according to the rating of an independent information portal bigmir.net.

The sections entitled "News", "General Information on the MDCS", and "Web-Portal of the Territorial Administrations of the MDCS" were among the most popular ones among the websites' visitors.

Last but not least, a website for the School of Senior Civil Service ([www.school.gov.ua](http://www.school.gov.ua)) has been created in 2009.

## 20. Using modern information and telecommunication technologies for human resources management in the civil service

The current state of the automatization of human resources management in the civil service system is characterized by the use of the computer systems of human resources record keeping that enable to create civil servants' personnel in electronic form and to forward this information for maintenance and further analytical processing to the MDCS and its territorial administration. The systems "Kartka" ("Card") and "Kadry" ("Human Resources") are used for automated record keeping of civil servants, officials in local self-government bodies and staff lists of executive government bodies. The automated system "Kartka" operates in more than 5,000 executive government bodies on the rayon, regional and state levels, and in the central apparatus and territorial administrations of the MDCS. The creation and implementation of the computer-aided system "Kartka" paved the way for the transition from manual record keeping to automated data gathering and consolidation intended to compile a database containing information on civil servants from categories I—III on the state level (in the central apparatus of the MCD) and on civil servants from categories IV-VII on the regional level (territorial administrations of the MDCS).

The MDCS coordinates the efforts of human resources units within executive government agencies and other government bodies to constantly update the information on civil servants from categories I—III that is contained in the database of the system "Kartka".

However, low quality of entries and gaps in the database of electronic cards prevent from addressing the key issues that are

related to human resources planning and selection, recruiting, and the production of analytical computations about qualitative and quantitative human resources composition in the civil service system.

The need to address the above-noted issues requires the implementation of new information technologies in public administration sphere.

A ten-year experience of using the system “Kartka” and other systems of computer-aided human resources record keeping by executive government bodies made it possible to generalize advantages and disadvantages of existing systems and to formulate the main principles and requirements to the creation of a new system of informational support for human resources management that have become a foundation for the Concept on the creation of National database of electronic personnel files for civil servants and servants of local self-government (further referred as NDCS).

The Concept intends to upgrade the automated human resources record keeping and to meet the nation-wide requirements to human resources management in the civil service system, in particular, the forecasting and the assessment of training needs for employees on the basis of a common staff list shared by all executive authorities, the planning of staff reserve, the automatization of recruiting procedures, the provision of up-to-date, comprehensive and trustworthy analytics on legislative initiatives (for example, trends in qualitative and quantitative composition of the civil service) with the aim of shaping the policy of civil service development and carrying out preventive modernization of public administration, the safeguarding of citizens’ rights for the access to personal information, etc. The Concept envisages a transition from traditional decentralized architecture to the centralized scheme of accessing integrated information resources with the application of modern web-technologies.

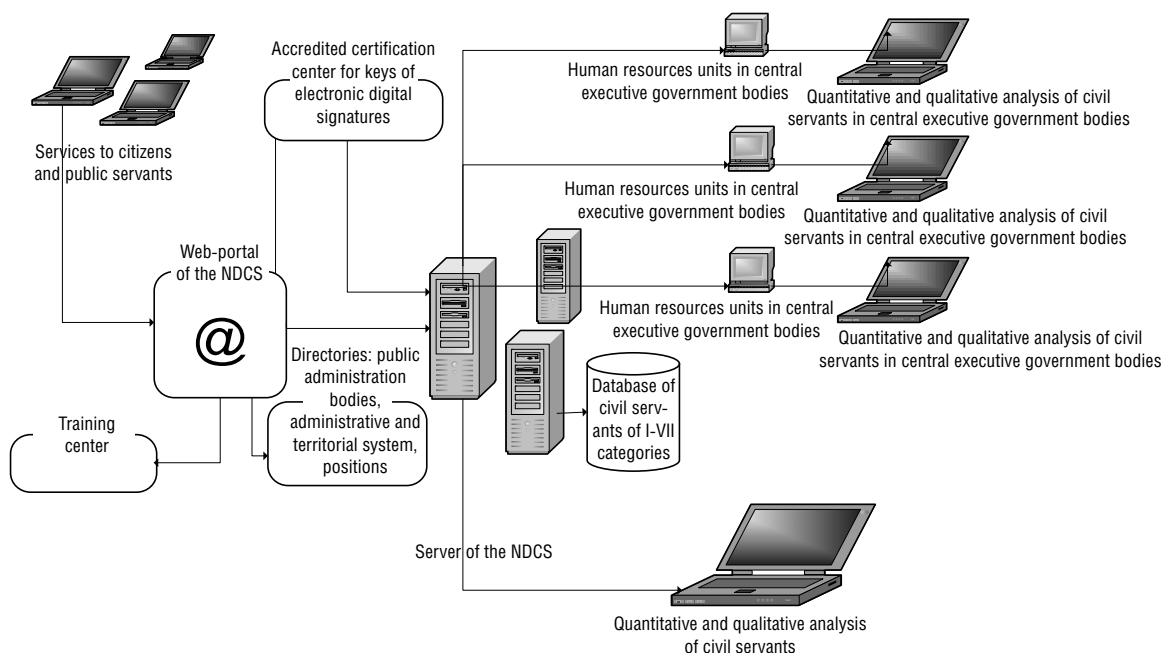
A draft Concept on the creation of the NDCS was subject to public debate on the forum on the MDCS’ official website. Forty-five (45) proposals that came from citizens, the MDCS’s territorial administrations, experts on the development of nation-wide informational and analytical systems, and international experts were taken into consideration. As a result of the expertise, which was carried out by the experts invited within the framework of the

Ukrainian-Canadian technical assistance project “Ukrainian Civil Service Human Resources Management Reform (UCS-HRM)”, a road map for further actions was developed. The road map includes the development and approval of a preliminary design for the NDCS and the organization of public debate in the form of workshops, conferences and round tables to ensure transparency and openness in the process of designing the NDCS.

With support from the Ukrainian Civil Service Human Resources Management Reform Project, international and domestic experts carried out legal analysis of the correlation between the terms “access to official information” and “protection of personal data”, developed the guidelines on the legitimacy of labelling civil servants’ personal data as confidential information, and developed the “Strategy for Normative and Legal Support for the NDCS”, which implementation will ensure the open, substantiated, systemic and irreversible development and launching of the NDCS. In this process, legal framework for applying the NDCS by all the users will be laid down, from the stages of initiating and designing the NDCS to its research and industrial running, in view of the provision of interactive services to citizens, civil servants, human resources units in government, and local self-government bodies.

In addition, a preliminary design for the NDCS has been developed over the reporting period. It contains engineering solutions for the creation and running of all the components of the future system, including subsystems for the automatization of human resources record keeping for civil servants and officials in local self-government, subsystems for administrating access to data and services, web-portal of the NDCS, a sub-system for the protected data exchange with the web-portal, a module for the import and verification of data from existing systems of HR record keeping (the system “Kartka”), a database of electronic personal files, storage of data; subsystems for analytical support, and subsystems for supporting joint directories and technical requirements to a data center.

The expertise that was carried out with participation of international experts and the approval of a preliminary design for the NDCS will allow making first steps to the practical testing of the first queue’s prototype of the NDCS in 2010.



# SECTION VI. PREVENTING CORRUPT PRACTICES IN THE CIVIL SERVICE AND THE SERVICE IN LOCAL SELF-GOVERNMENT BODIES

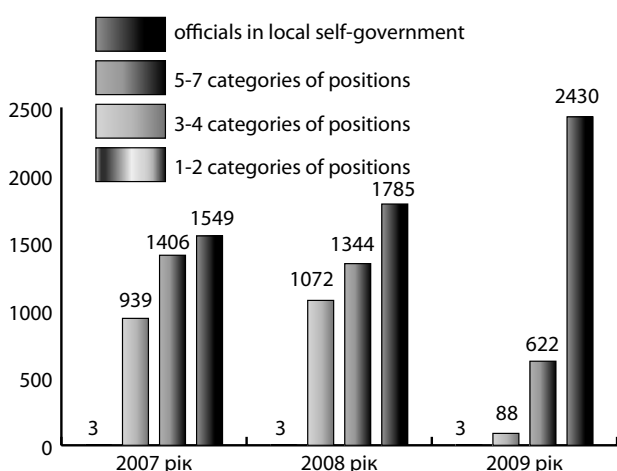
## 21. State of fight against corruption: adherence to anti-corruption legislation in executive authorities

The MDCS annually aggregates the reports of central and local executive authorities on fulfilling the requirements of the Law of Ukraine "On Struggle against Corruption". The received data indicates that though the executive authorities take certain measures to prevent corrupt practices, their effectiveness remains low.

Upon the examination of administrative protocols on corrupt actions, **two (2) criminal cases** were opened by courts in 2009 (as compared with 13 in 2007 and 7 in 2008), including 1 case against a civil servant in V-VII categories (in 2007 – 8 officials in V-VII categories, in 2008 – 4 officials in V-VII categories). There were no criminal cases opened against officials in local self-government upon the examination of the protocols (as compared with 5 cases in 2007 and 3 - in 2008).

In 2009, an administrative penalty (fine) was imposed on **4,011 officials** (as compared to 4,551 officials in 2007 and 4,745 - in 2008), among whom **17.7 % (713 persons) were civil servants** (as compared with 2,348 persons, or 51.6%, in 2007 and 2,419 persons, or 51%, in 2008), and **60% (2,430 persons) were officials in local self-government bodies** (as compared with 1,549 persons, or 34 %, in 2007 and 1,785 persons, or 37.6 %, in 2008).

In 2009, the number of civil servants with closed administrative cases under legal decisions numbered **951 person** in total (as compared with 874 persons in 2007 and 923 persons in 2008), among whom **347** were civil servants (as compared with 476 in 2007 and 462 in 2008) and **334** were officials in local self-government bodies (as compared with 248 in 2007 and 251 in 2008).



*Number of civil servants and officials in local self-government bodies who were fined according to court's decisions in 2007-2009*

The biggest share of civil servants, who were held administratively liable, from among the total number of civil servants, was observed in **Ternopil oblast (0.65 per cent), city of Sevastopol (0.56**

**per cent), Odessa oblast (0.38 per cent), Ivano-Frankivsk oblast (0.37 per cent), Rivno oblast (0.34 per cent), Kyiv oblast (0.34 per cent), Zhytomir oblast (0.33 per cent), Dnipropetrovsk oblast (0.32 per cent), and Luhansk oblast (0.32 per cent), with the lowest recorded figures in Mykolayiv oblast (0.12 per cent), Volyn oblast (0.06 per cent), and the city of Kyiv (0.09 per cent).**

Overall in Ukraine, the share of civil servants against whom administrative proceedings was instituted constitutes **0.26 per cent** of the total civil service population (as compared with 0.92 per cent in 2007 and 0.91 per cent in 2008).

## 22. Advanced training for public officials on the issue of preventing corruption – important component of counteracting corruption

An increase of legal knowledge of civil servants and local self-government officials is one of the effective measures for the prevention of corrupt practices. The undertaking of relevant measures is envisaged the resolution of the Cabinet of Ministers of Ukraine # 746 of 8.06.2004 "On Approval of the Program of Civil Service Development for 2005-2010" and # 828 of 02.06.09 "On Measures to Provide Advanced Training for Civil Servants and Officials in Local Government on Anti-Corruption Issues".

In 2009, the MDCS as a government contractor organized advanced training for 1000 civil servants and officials in local self-government bodies who were charged with organizing activity on preventing corruption at the premises of the Kyiv National University of Internal Affairs. The number of trainees has doubled as compared to the respective numbers in preceding years (in 2008 – 596 persons, in 2007 – 585 persons). Among those officials who received advanced training in 2009, two hundred (200) persons belonged to categories I-IV, and 800 — to categories V –VII.

In 2009, advanced training events were for the first time organized in regional departments of the Kyiv National University of Internal Affairs. In particular, such events were held in Sevastopol and Mykolayiv regional departments in June. They were dedicated to examining the issues of preventing and counteracting corruption and to the practical skills of applying them.

As a part of comprehensive inspections on adherence to the Laws of Ukraine "On Civil Service" and "On Struggle against Corruption", as well as other legal acts on the civil service and anti-corruption, the MDCS carried out selective monitoring of the performance of those civil servants who received advanced training in the field of the prevention of corrupt practices.

## 23. Introducing the section entitled “Preventing Corrupt Practices” to official websites of public authorities

According to the Action Plan on Implementation of the Concept of Counteracting Corruption in Ukraine “On the Way to Integrity” for the period to 2010 (resolution of the Cabinet of Ministers of Ukraine # 657-p of 15.08.07), the section entitled “Preventing Corrupt Practices” was created at websites of all executive government bodies.

The section contains information on the state of adherence to requirements of the Law of Ukraine “On Fight against Corruption” by executive authorities, other legal acts on civil service and preventing of corruption, information about the review of proposals and appeals arriving to the Cabinet of Ministers of Ukraine through Internet and “hotlines”, the Action Plan on Implementation of the Concept of Counteracting Corruption in Ukraine “On the Way to Integrity” for the period to 2010, legal acts on counteracting corruption, hyperlinks to the section “Preventing Corrupt Practices” of the MDSC, etc.

Furthermore, this section may have additional subsections on websites of some executive authorities. In particular, on the official website of the **Ministry of Economy of Ukraine** this section has two following subsections: “Normative, Legal and Methodological Database on the Issues of Preventing Corruption” and “Action Plans on Preventing and Counteracting Corruption and Information on their Fulfilment”.

The section on the website of the **State Court Administration of Ukraine** contains an internal order to intensify the efforts to prevent corruption practices in the state administration bodies, the list of civil servants’ positions in a central apparatus with the higher corruption risks, and other information materials.

The website of the **State Tax Administration of Ukraine** contains nearly 50 news items about results of anticorruption struggle in the state tax office and related authorities. Besides, since February 11, 2009, the website has hosted a forum entitled “Methods of Citizens’ Civilized Pressure on Authorities with the Purpose of Protecting Taxpayer Rights during Financial Crisis”.

It should be noted that the section entitled “Preventing Corrupt Practices” has existed on the official website of the MDSC since 2004.

## 24. Special verification of the data, which is submitted by candidates in senior positions – one of the key stages in the selection of senior civil servants

By orders of the Head of the Secretariat of the President of Ukraine and the Minister of Cabinet of Ministers of Ukraine, the MDSC in cooperation with the Ministry of Interior Affairs, the Ministry of Education and Science, the State Tax Administration, and the Security Service of Ukraine, regularly conducts mandatory special verifications of the data, which is submitted by candidates for the positions of civil servants, and appointments or endorsement of appointments to which are made by the President of Ukraine or the Cabinet of Ministers of Ukraine.

**Two hundred and seven (207) special verifications of data** submitted by candidates to the civil service were undertaken in 2009 (as compared with 252 verifications in 2008 and 277 - in 2007).

The special verifications revealed inconsistencies in the data of **177 persons**, or 85.5 per cent of submitters of data. These inconsistencies were related to the following:

- Income declaration (82.6 per cent);
- Occupying leadership positions in subjects of management (18.8 per cent)
- Being held criminally (7.2 per cent) or administratively (5.8 per cent) liable for corrupt practices; and
- Education certificates (1 per cent).

The special verifications’ result shows that during the selection of candidates for senior positions in the civil service, heads of executive bodies do not study candidates’ ethical, business and professional qualifications scrupulously enough, risking to recruit the persons who may damage the civil service’s image.

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

## 25. Information campaign to raise awareness of the norms of the Law of Ukraine “On Principles of Preventing and Counteracting Corruption”

In November 2009, the Main Department of the Civil Service of Ukraine launched an information campaign aimed at raising awareness of the implementation of the new anticorruption legislation. The campaign’s target audience included heads of the MDSC’s territorial administrations, representatives from press services of central executive government bodies, other civil servants, and officials in local self-government. The campaign’s goal was to achieve the highest possible level of awareness of the new anticorruption legislation and the willingness to implement it on central and local levels.

Within the campaign’s framework, the MDSC conducted a series of events, including:

- A training workshop “Human resources management and prevention of corrupt practices: the introduction of innovative practices in local self-government bodies”;
- A master class on the implementation of the new anticorruption legislation, where key provisions of the laws “On Responsibility of Legal Persons for Corruption Related Offences” and “On Introduction of Changes to Certain Legal Acts of Ukraine Respecting Corruption Related Offences” and the international practice on creating legislative framework for the prevention and counteraction of corruption and



*Joint sitting of the Committee of the Verkhovna Rada of Ukraine on Fight against Organized Crime and Corruption and the Board of the Main Department of the Civil Service of Ukraine*

on conducting information campaigns to support the implementation of anticorruption legislation were presented;

- A joint sitting of the Committee of the Verkhovna Rada of Ukraine on Fight against Organized Crime and Corruption and the Board of the Main Department of the Civil Service of Ukraine. The purpose of the sitting was to discuss the required measures related to organization of the information campaign; and
- A round table on the issues of political neutrality for the senior corps of the civil service. The event was attended by representatives from the international professional community, representatives from senior corps of the civil service, and Ukraine's experts.

Twenty-four (24) articles/commentaries that highlighted the main requirements of the new anticorruption legislation have been published in mass media.

The MDCS posted the new anticorruption legislative package as well as information and reference materials on its official website and on the government's web-portal "Civil Society and Authorities".

## 26. Comprehensive inspections of executive authorities – an instrument to improve their performance

Within the framework of the Comprehensive Program of Preventing of Offences for the years 2007—2009 that was approved by the Cabinet of Ministers of Ukraine in 2006, the MDCS conducted **five comprehensive inspections**. In particular, these check-ups on adherence to legal requirements in the laws of the civil service and in struggle against corruption were held in the State Committee of Ukraine on Land Resources, the Ministry of Coal Industry, the Ministry of Fuel and Energy, the Ministry of Industrial Policy and the Ministry for Family, Youth and Sports. The verifications were carried out in cooperation with the Ministry of Internal Affairs, the State Tax Administration, the Security Service of Ukraine, the State Department of Ukraine on the Enforcement of Penalties, and the Office of the Prosecutor General.

The verifications revealed a range of shortcomings and violations, in particular, in the following issues: entry to the civil service, awarding of ranks to civil servants, formation of staff reserve, development of action plans and oversight over their performance; organization of workflow; controlling over the adherence to the laws of Ukraine, acts and orders of the President of Ukraine, the Cabinet of Ministers of Ukraine, inquiries and appeals of people's deputies of Ukraine, and citizens' appeals.

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 public authorities and meeting the requirements of civil service legislation.

# SECTION VII. INCREASING OPENNESS AND TRANSPARENCY

## 27. Functioning of plural and advisory bodies on civil service issues

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 issues within the MDCS' competence in the spirit of collegiality and open discussion related to all spheres of the institution's activities.

In 2009, the Board of the MDCS held two meetings. The first meeting was dedicated to summarizing the MDCS' activity in 2008 and to determining main priorities in the civil service development for 2009. The second meeting was focused on the discussion of the norms of the new anticorruption legislation in Ukraine (Laws of Ukraine "On Principles of Preventing and Counteracting Corruption", "On Liability of Legal Persons for Corruption Related Offences" and "On Introduction of Changes to Certain Legal Acts Respecting the Liability for Corruption Related Offences").

A joint sitting of the Committee of the Verkhovna Rada of Ukraine on the Fight against Crime and Corruption and the MDCS' Board was attended by the Government's Authorized Representative on anticorruption policy, representatives from central executive government bodies and local self-government bodies, groups on the implementation of "Support of Good Governance: Project of Counteracting Corruption in Ukraine – UPAC" Project, etc.

Information on the issues that were reviewed at the sitting and the decisions that were made by the MDCS' Board was sent to the Secretariat of the President of Ukraine, the Cabinet of Ministers of Ukraine, and people's deputies of Ukraine, and was posted on the MDCS' official website.

At the beginning of 2009, the MDCS initiated the establishment of the **Public expert groups** consisting of representatives from civil society groups, local self-government bodies, and mass media. These groups were created to coordinate the process of consulting with the citizenry and to monitor public opinion on main priorities in the MDCS' activity.

During 2009, the Public expert groups oversaw the organization of the all-Ukrainian competition "Friendly Administration" and the conduct of the information campaign on the implementation of key laws on preventing and counteracting corruption.

## 28. Expert and public consultations in key areas of the MDCS' activity

An essential element in the civil society's development is citizens' participation in the process of policymaking and the establishment of a democratic state. The MDCS pays special attention to openness and transparency in its activity and to the active involvement of citizens into the formulation and implementation of public policy in the civil service sphere. In recent years, the conduct of public consultation in its various forms has become a regular practice of the MDCS.

In January 2009, the MDCS initiated the organization of a round table entitled "Public Service and Civil Society in a Democratic State: Political Neutrality and the Satisfaction of Public Interest". The idea of organizing an event with participation of NGO repre-

sentatives emerged in 2008 during the series of round tables under the general topic "The Role of Civil Service in Enhancing Competitiveness of the Country" (in July 2008 – round tables with chief editors of leading mass media outlets, in October 2008 – round tables with representatives from business associations).

In January 2009, during a working visit of the President of Canada's Public Service Commission, Ms. Maria Barrados, to Ukraine, the MDCS organized a round table entitled "**Mechanisms of Promoting Political Neutrality of Civil Service: Canadian Experience for Ukraine**". The event was dedicated to studying the Canadian experience in overseeing political activity of civil servants and monitoring political neutrality.

In March 2009, the debate on the Law of Ukraine "On Integrity of Public Officials" was held within the framework of the above-noted series of round tables. It was organized in cooperation with the Council of Europe.

In September 2009, the first annual all-Ukrainian public hearing "**Political and Legal Support for Civil service and Service in Local Self-Government Bodies**" was conducted. Based upon the event's results, the proposals on how to make practical use of legal leverage for the adaptation of Ukraine's civil service to the standards of the European Union have been developed and discussed.

Starting from 2010, the all-Ukrainian public hearing will be renamed into Richelieu reading event in honour of the mayor of Odessa, Armand Emmanuel du Plessis, Duke de Richelieu (1766-1822).

In November 2009, the MDCS launched an information campaign to cover the implementation of the new anticorruption legislation. The campaign was targeted at civil servants, officials in local self-government included, heads of the MDCS' territorial administrations, and representatives from press services of central executive government bodies. A series of workshops, master classes and round tables, including one with the participation of the Commission on Journalist Ethics, were held as a part of the campaign.

The efforts to inform the society, which have been undertaken by the MDCS' press service in 2009, led to the growth in a number of news items by 33% as compared with 2008. In 2009, the number of the news items related to the MDCS' activity constituted 1,687 (as compared to 1,129 in 2008).

The increased number of news items is related to the growing amount of communicative events with participation of international experts, government's representatives, influential politicians and public figures, and mass media representatives. Debates on civil service political neutrality; the separation of administrative and political positions; discussion of the Law of Ukraine "On Integrity of Public Officials"; activity of the Council of the Heads of Human Resources Units; operation of the hotlines of the Cabinet of Ministers of Ukraine "Society against Corruption" in a new format; organization of civil servants' professional development in the form of conducting the annual all-Ukrainian competition "Best Civil Servant" and expanding the institution building instrument TAIEX to the regional level; debates on the draft Law of Ukraine "On Civil Service" (new edition); and the adoption of new anticorruption legislation were among the main topics of interest for mass media in 2009.

In 2009, main goals of the MDCS' activity were presented in 18 articles in print mass media (as compared to 12 in 2008). The leading Ukrainian TV-channels (*24 Channel, Tonis, First National TV-Channel, First Business TV-Channel, Ukraine's Television and Radio Company World Service, STB, Channel 5, ICTV, and 1+1*) also demonstrated their interest in the civil service.



Apart from the above-noted print and TV mass media, for several years already the MDCS has closely cooperated with the leading Ukraine's information agencies, including *Ukrinform*, *Interfaks Ukraine*, *UNIAN*, *RBK-Ukraine*, *LIGA Business Inform*, and *Ukrainian News*, as well as with regional mass media – television and radio companies from Odessa and Crimea, and printed mass media outlets from Donetsk and Ternopil.

Over the reporting period, the MDCS organized a series of advanced training events for officials in executive authorities in the field of public relations and communications with mass media. The topics “Government's Communications Strategy and Communicative Functions of Central Executive Government Bodies” and “Art of Communications in Public Administration” were in the focus of these workshops and trainings.

## 29. Printed publications on the issues of the European integration and the adaptation of civil service to European Union standards

The year 2009 was remarkable for the 15<sup>th</sup> anniversary of publishing the “**Herald of Civil Service of Ukraine**” – a professional journal for civil servants and a special scientific edition in the public administration field.

During the year, four issues of the journal were published. Materials about the European practices and modern approaches to establishing the civil service system, professional training and advanced training for civil servants, the drafting of legislative documents on issues of civil service, and principles of electronic governance were printed at the journal's pages.

Beginning with the first issue in 2009, a new heading “Successful International Managers” has been added to the journal. The new section presents experience of best international experts in public administration. In particular, the following articles drafted on the basis of materials of the Institute of Social and Economic Strategies “Strength of Character of Margaret Thatcher”, “Kyiv City Mayors and Their Contribution to the City Development (XVIII-XIX centuries)”, “A Prominent Reformer Mykhailo Speranskiy”, and the article by Natalia Kryshyna “The Greatest German of All Times” about the Chancellor of the Federative Republic of Germany, Mr. Konrad Adenauer, have been published in this section.

The total number of printed copies of the “Herald of Civil Service of Ukraine” in 2009 constituted 23,970 copies.

In 2009, the Center for adaptation of the civil service to the standards of the European Union under the MDCS published 24 issues of the bulletin “**Bureaucrat**” (circulation of each issue was 8,700 copies). The key subjects of the bulletin have included maintenance of the list of public and administrative services, use of institution building instruments, building of the quality management

system, electronic governance, best practices of winners of the “Friendly Administration” competition, development of the School of Senior Civil Service, new approaches to human resources management in the civil service, and building of civil servants' capacity for policy analysis and policymaking.

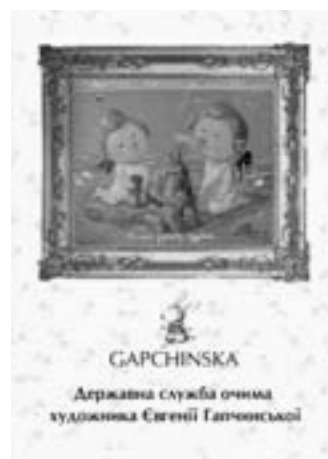
During the reporting period, the bulletin has regularly included news from the regions and interviews with leading experts in public administration field.

In 2009, the Center for adaptation of the civil service to the standards of the European Union under the MDCS continued to issue publications on issues related to the civil service, administrative reform and the development of institutions to support European integration.

In the efforts to prepare to the adoption of new anticorruption legislation, a series of the publications highlighting its purpose and main provisions (a brochure “New Anticorruption Legislation” and a booklet “Liability for Corrupt Practices”) were published.

In addition, the OECD Policy Brief “Support to Impartiality of Government Contracts” and the SIGMA Paper “Government in Development: Ensuring Accountability of Ministries and Other Government Bodies” were translated and subsequently published in 2009.

Following the tradition, the Public report on main results of the MDCS' activity in 2008 (including English language version) and the Report of the MDCS for 2008, were published at the beginning of the year.



*Calendar “Civil Service through the eyes of a painter, Yevgenia Gapchinska”*

The issue of the calendar “*Civil Service through the eyes of a painter, Yevgenia Gapchinska*” at the end of 2009 has become a pleasant surprise for the New Year and Christmas holidays. In a friendly and slightly ironic manner, the calendar draws the attention of civil servants to those usual elements in their conduct that, in citizens' opinion, need to be changed.

# SECTION VIII. INTERNATIONAL COOPERATION IN THE CIVIL SERVICE SPHERE

## 30. International cooperation strategy of the MDCS for 2009-2011

In the period from 2004 to 2008, the Main Department of the Civil Service of Ukraine has accumulated the experience of international cooperation that contributed to establishing cooperation with partners and to drawing resources and funds for strengthening of institutional capacity of government bodies in Ukraine.

In 2008, the MDCS decided to change international cooperation goals because the previously set objectives had been achieved. Now the main MDCS' tasks include strengthening Ukraine's role in international organizations; promoting, deepening and specializing cooperation with European and the Northern American states, and exchanging experience with states in Central Asia and South Caucasus.

The review and rethinking of international activity prompted the need to develop an international cooperation strategy of the MDCS for 2009-2011 (further referred as Strategy) that was approved by the order of the MDCS # 165 of 04.06.2009. The Strategy will serve as a road map for developing the MDCS' cooperation with international partners, first of all with the EU member states, but also with post-Soviet countries and international organizations. The Strategy contains comprehensive analysis of the MDCS' international activity over the whole period of its existence, defines priorities of cooperation with countries and international organizations, and includes the mechanisms instrumental for achieving strategic goals.

**The main strategic areas of the MDCS' cooperation in the sphere of civil service and public administration for 2009 - 2011 are the following:**

- Building a modern human resources management system in the civil service;
- Modernizing the system of professional training for civil servants and building the capacity of the School of Senior Civil Service;
- Expanding opportunities for international technical assistance;
- Using e-government in functional management of the civil service;
- Improving the system of public policy planning and coordination;
- Streamlining the system and structure of executive authorities; and
- Preventing corruption.

On November 30, 2009, the Strategy was presented to international partners and the citizenry at the International donor conference that was attended by representatives from international funds, non-governmental organizations, and diplomatic missions.

## 31. Bilateral relations with partner countries

In 2009, the MDCS concluded **three (3) international agreements** with the Republic of Greece, the Republic of Armenia, and the Slovak Republic. The cooperation with Canada, the Kingdom of Denmark, Ireland, the French Republic, the Republic of Poland, the Republic of Italy, the Republic of Azerbaijan, and the United States of America has continued within the framework of previously concluded agreements.

During a visit of the Deputy Interior Minister of the Republic of Greece, Mr. Khrystos Zois, to Kyiv, a Memorandum of Cooperation in the field of public administration and administrative reform between the MDCS and the Interior Ministry of the **Republic of Greece** was signed on March 19, 2009. The purpose of the Memorandum is to establish cooperation in such fields as the development of human resources management, mechanisms of anti-corruption struggle, modernization of services for citizens and commercial enterprises, and quality and effectiveness of public services.

On September 3, 2009, a Memorandum of Understanding with the Head of the Civil Service of the **Republic of Armenia**, Mr. Manvel Badalyan, was signed in Kyiv. The Memorandum presupposes the cooperation in the field of strengthening institutional structures of both states, deepening civil servants' professional knowledge and management skills in the field of the European integration, and organizing educational and training programmes.

On October 8, 2009, a Protocol of Cooperation in the sphere of normative and legal drafting between the MDCS and the Ministry of Labour, Social and Family Affairs of the Slovak Republic was signed in Bratislava, the **Slovak Republic**. Within the Protocol's framework, Ukraine will receive assistance in drafting the legal and normative acts related to civil service in line with the EU standards.

The implementation of the Ukraine Civil Service Human Resources Management Reform Project (UCS-HRM) funded by the Canadian International Development Agency is an example of cooperation with **Canada**. The project activity is focused upon the elaboration of effective human resources management procedures, including the classification of positions, comparative analysis of wages, and assessment tools during the hiring and promotion selection processes within the civil service.

In January 2009, the President of the Public Service Commission of Canada, Ms. Maria Barrados, undertook a working visit to Kyiv. Organization of an annual international conference "**Profession in Perspective**" for heads of central executive government bodies working in the sphere of civil service and heads of civil services internationally served as a key outcome from this visit. The theme of the Profession in Perspective conference in 2009 was "Political Neutrality of the Civil Service: From Theory to Reality". This was the first time that Ukraine had the privilege of organizing such a high-level international conference in the sphere of civil service and public administration. The event was attended by the heads of government bodies responsible for policy-making in the sphere of civil service from fourteen (14) countries worldwide. The UCS-HRM Project provided financial and advisory support in the organization and implementation of this international conference in September 2009.

The project "Technical Support to Public Sector Reforms in Ukraine" (DANIDA) is being implemented within the framework of cooperation with the **Kingdom of Denmark**. Its purpose is to enhance capacity of Ukraine's government bodies for public ad-



*Annual international conference for heads of the central executive government bodies that work in the sphere of civil service from leading world countries "Profession in Perspective", September 4-5, Kyiv*

ministration reform. During the visit of Ukraine's public officials to the Denmark, a Memorandum of Cooperation was signed between the School of Senior Civil Service and the Danish School of Public Administration. It is expected that a next project's stage will be devoted to the School's institutional development, further development of the network of policy analysis groups, and improvement of the quality of public services.

Cooperation with the Republic of Ireland is being implemented within the framework of the project "Support to Civil Service Reform in Ukraine". The Government of Ireland provided the Government of Ukraine with technical assistance in amount of EUR 1 million for the civil service reform. The project includes the following components: supporting the adoption of a new version of the Law of Ukraine "On Civil Service", building the capacity of the MDCS for the elaboration and organization of training events for civil servants among others.

Taking into consideration the fruitful cooperation with the **French Republic** in 2006-2008, the MDCS decided to continue cooperation in the extended format in 2009. In the first half of 2009, the MDCS developed a draft Cooperation Agreement in the field of civil service development and administrative reform between the Cabinet of Ministers of Ukraine and the Government of the French Republic and handed it over to the French party for review. The MDCS also reached the agreement to sign an interagency Cooperation Agreement with the Agency of International Development of the French Republic (ADETEF). In addition, the negotiations towards signing an agreement between the School of Senior Civil Service and the National School of Administration of the French Republic, which would presuppose the organization of trainings for Ukraine's senior public officials at the National School of Administration, have started.

An example of the MDCS' cooperation with the **Republic of Poland** is the implementation of a joint project "Trainings and Information Program for Ukraine's Civil Servants in the Sphere of Their Activity, Its Assessment and Rewards". The project's purpose is to study Poland's experience in human resources management in the civil service and the remuneration system for civil servants. It was agreed at the end of 2009 that a new project will be initiated next year. It should embrace such areas as human resources management and quality management.

The adaptation of Ukraine's civil service to democratic standards in such fields as human resources management in the civil service, administrative innovations, and professional training is a priority sphere of cooperation with the **Republic of Italy**. The Italian party provided normative and legal acts as well as information and

reference materials that were used in the process of developing training programs for Ukraine's civil servants. In September 2009, the Director for International Relations within the Department of Public Administration under the Office of the Prime Minister of the Republic of Italy, Mr. Nikola Favia, attended the annual Profession in Perspective conference in Kyiv.

In September 2009, an action plan to implement the Cooperation Agreement between the Government of Ukraine and the Government of the **Republic of Azerbaijan** in the sphere of civil service development for the period 2009-2010 was signed in Kyiv. Developing legal framework for civil service, regulating ethical norms of conduct of civil service, and creating, implementing and supervising information systems and human resources management technologies are indicated as priorities in the action plan.

A **US-Ukraine Charter** on Strategic Partnership that envisages the support to initiatives on effectiveness of public administration and fight against corruption was signed at the end of 2008. In this sphere, the Millennium Challenges Corporation remains a main partner of the MDCS.

Within the framework of the cooperation with the Corporation, a Ukrainian delegation led by the Head of the MDCS visited the USA and the Republic of Albania. The objective of these visits was to study relevant experience in the sphere of preventing corruption. In particular, Ukrainian representatives studied the functioning of the system of declaring incomes and expenses by public servants in the Republic of Albania.

Generally, by the end of 2009, the MDCS has concluded **6 inter-governmental** and **12 interagency agreements** embracing cooperation with 15 countries as well as with international organizations.

## **32. Participation in international organizations related to public administration and civil service**

Among the main spheres of implementing the Strategy of International Cooperation of the MDCS for 2009—2011 is the task of **the expansion of Ukraine's representation and the consolidation of its role in international organizations** which are engaged into the development of civil service and public administration.

The MDCS cooperates with major international organizations, including the Organization for Economic Cooperation and Development (OECD), the Black Sea Economic Cooperation Organization (BSEC), the Council of Europe, the World Bank, and the United Nations Organization.

As a permanent observer in the Public Management Committee of the OECD, the MDCS took part in the 39th session of the Committee which was held in May 2009. During the session, participants from Ukraine also participated in the OECD Global Public Administration Forum entitled "Building a Better World: Instruments and Best Practices that Promote the Culture of Integrity". The Forums' purpose was to exchange the information and best practices related to the fight against corruption and the promotion of integrity in the context of the world economic crisis.

In late October 2009, the Director of the School of Senior Civil Service, Ms. Tetyana Kovtun, participated in the 40th session of the Committee that was held in Paris. The main topics of the session included "Transparency in Public Administration during the Financial Crisis" and "Main Steps towards Building Strong World Economy". At the session, the Ukraine's application to prolong its observer status at the Committee was reviewed. As a result, in November 2009, the OECD External Relations Committee decided to prolong the above-noted status for Ukraine for the period till December 31, 2011.

Since 2007, the MDCS has actively cooperated with the Black Sea Economic Cooperation Organization (**BSEC**) and participated in annual sessions of the BSEC Working group on institutional renewal and good governance. Pursuing the purpose of deepening cooperation with the BSEC member states, Ukraine was granted the status of the Working group coordinator due to expiry of the respective mandate of the Republic of Greece in April 2009. In its new status, Ukraine developed a new Action Plan for the Working group for the period 2009-2011, which was endorsed at a Working group's meeting in October 2009.

According to the Action Plan, the Working group focuses its activity on the following areas: creating a discussion platform for regular expert discussions, strengthening the activity of the Working group aimed at multilateral cooperation, and developing the Working group as a channel of information exchange. A next meeting of the Working group is scheduled for April 2010.

The MDCS cooperates with the **Council of Europe** within the framework of the projects developed according to the Action Plan of the Council of Europe for Ukraine for 2008-2011. It handles about such projects as "Support to Good Governance: Project of Counteracting Corruption in Ukraine" (UPAC) (2008-2009), "Development of Legislation on Local Self-Government and Reasonable Separation of Powers" (2008-2010), as well as the cooperation with the Group of States against Corruption (GRECO).

The MDCS cooperates with European experts in the field of fulfilling the Council of Europe's recommendations on public administration reform in Ukraine. During the review of the draft laws on civil service, conflict of interests and integrity of public officials and officials in local self-government, the remarks and proposals given by the experts of the Threshold Program "Millennium Challenges" and SIGMA programme were taken into account and incorporated.

On May 13, 2009, a representative from the MDCS within Ukraine's delegation participated in the 42<sup>nd</sup> plenary session of GRECO that was held in Strasbourg, France. Ukraine's report on fulfilling the recommendations of GRECO, which were designed to assist Ukraine in meeting anticorruption standards of this international organization, was approved at the session.

### 33. Implementation of international technical assistance projects

In 2009, the MDCS was the beneficiary of four international technical assistance projects, namely:

- project "Ukraine Civil Service Human Resources Management Reform Project" (this project is financed by the Government of Canada);
- project "Technical Assistance to Public Sector Reforms in Ukraine" (this project is financed by the Government of Denmark);
- project "Support to civil service reform in Ukraine" (is implemented jointly with the United Nations Development Program in Ukraine under financial support from the Government of the Republic of Ireland); and
- project "Introduction of Twinning Operations in Ukraine".

The "**Ukraine Civil Service Human Resources Management Reform Project**" – a collaborative project with the Canadian International Development Agency – is being implemented within the framework of a Memorandum of Understanding between the Governments of Ukraine and Canada signed on May 26, 2008. The project's goal is to support Ukraine's efforts in developing accountable and transparent governance system and in implementing targeted reforms of the human resources management system on the central level. This Project is implemented by the Canadian Bureau for International Education in collaboration with the MDCS.

Specific outcomes of the implementation of the "Ukraine Civil Service Human Resources Management Reform Project" were discussed on March 31, 2009, during a meeting of the project's Steering Committee, preparing focus upon reform of the classification system and the improvement of key human resources management processes and procedures (assessment in selection processes for civil servants and annual performance evaluation) will serve as the priority next steps in the project's implementation.

The **Project "Technical Assistance to Public Sector Reforms in Ukraine"** is being implemented within the framework of the Agreement between the Government of Ukraine and the Government of the **Kingdom of Denmark** concerning technical support for public sector reforms in Ukraine. The Project's declared purpose is to increase the capacity of public institutions in Ukraine for reforming public administration that should become more effective, efficient and transparent.

Within the project's framework, the Ukrainian delegation studied Danish experience of human resources management in the civil service during its two visits to the Kingdom of Denmark. As a result, a Memorandum of Cooperation between the School of Senior Civil Service and the Danish School of Public Administration was signed on June 10, 2009.

The project was completed at the end of 2009. On November 6, 2009, results of the project's implementation were summed up at the **meeting of the project's Advisory body**. The meeting's participants noted that the drafting and passage of the legislation on civil service; elaboration of the civil servants' database; support to the activity of policy analysis groups; support to the conduct of functional reviews, and the reform of a training system for civil servants belong to key achievements of the project.

It was agreed that the next joint project will be focused on supporting institutional development of the School of Senior Civil Service, developing a network of policy analysis groups, refining public services, and developing an information network of human resources management in the civil service.

The **Project "Support to civil service reform in Ukraine"** is being implemented on the basis of an Agreement between the Government of the Republic of **Ireland** and the United Nations Development Program respecting technical assistance to the Government of Ukraine for civil service reform and a Memorandum of Understanding between the Government of Ukraine and the United Nations Development Program on the support for civil service reform within the framework of administrative reform.

At the end of 2009, the Government of the Republic of Ireland agreed to extend the project for another 9 months. At a meeting of the project's advisory board on December 9, 2009, the following key tasks for future activity in 2010 were determined:

- Strengthening institutional capacity of the School of Senior Civil Service;
- Organizing a training visit to institutions of the EU member states for representatives from the Secretariat of the Cabinet of Ministers of Ukraine, the Ministry of Education and Science of Ukraine, the Ministry of Finance of Ukraine, and the MDCS, with the purpose of studying experience of the civil service functioning;
- Improving training modules and programmes through the introduction of a one-year training course for a permanent group of trainees from the School of Senior Civil Service; and
- Developing a comprehensive training programme for senior officials in local self-government bodies (in particular, focusing on effective engagement of the community to decision-making process).

The project "**Introduction of Twinning Operations in Ukraine**" (**ITO**) has been under implementation since August 2006 with support from the European Union on the basis of the Ukraine - EU Action Plan, the European Neighbourhood Policy and a number of normative acts of the President of Ukraine and the Cabinet of

Ministers of Ukraine. The project is aimed at developing Ukraine's government bodies' ability to make the most of assistance from the European Union, in particular, through the Twinning instrument. The task of the project is to support the preparation and management of the Twinning program by strengthening the institutional capacity of the Twinning Program Administrative Office (PAO) and the contact persons for Twinning projects within ministries and other beneficiary bodies.

In 2009, within the framework of the project and jointly with the PAO, multiple comments and propositions were submitted in order to improve project documents at every stage in the preparation and

implementation of Twinning projects, educational events were conducted for representatives from ministries and other public bodies and Twinning contact persons in order to develop soft capabilities, including English language training.

On November 19, 2009, the Third annual conference on Twinning operations was held with support of the ITO project. The event was aimed at strengthening the cooperation between the Eastern Partnership countries, establishing civil servants' professional community and networks to exchange experience and best practices in the field of administrative and institutional reform through the use of institution building instruments.

# SECTION IX. FINANCIAL PROVISION OF THE MAIN DEPARTMENT OF THE CIVIL SERVICE OF UKRAINE

## 34. Budgetary allocation performance

According to the Law of Ukraine “On State Budget of Ukraine for 2009” # 835-VI of 26.12.2008, financing for the MDCS as a main administrator of funds was projected at 70.1 million in budgetary provisions set out within six budgetary programs.

The above-noted expenses were used for the implementation of the following budgetary programs:

- “Management and functional administration of the civil service” (UAH 18.2 million),
- “Training of civil servants of the V—VII categories and professional development of civil servants of the I—IV categories and officials of public bodies and local executive bodies in the struggle against corruption” (UAH 36 million),
- “Professional development of experts in the sphere of the European and Euro-Atlantic integration” that was launched in 2009 (UAH 6.3 million);
- “Provision for civil service institutional development” (UAH 4.2 million),
- “Applied research and development in the civil service field and the adaptation of the civil service to the standards of the European Union” (UAH 6.1 million), and
- “Organization of the design and implementation of training programs and events in order to develop the senior corps of the civil service” (UAH 1.25 million).

Besides, based upon its order, the Cabinet of Ministers of Ukraine allocated UAH 2.1 million from the state budget’s reserve fund for emergency repair of a main facade of the MDCS’ administrative building.

Social payments, i.e. labor remuneration costs and salaries, represented the largest share (91 %) in the structure of expenses of the program “Management and functional administration of the civil service”.

The funding for the School of Senior Civil Service was allocated within the framework of the budget program “Organization of the design and implementation of training programs and events in order to develop the senior corps of the civil service”, where labor remuneration costs and salaries constituted 94 %.

From the budgetary provisions of UAH 6.3 million within the framework of the program “Professional development of experts

in the sphere of the European and Euro-Atlantic integration”, actual expenses of the School of Senior Civil Service made up UAH 4.7 million.

Budgetary provisions for the Center for Adaptation of the Civil Service to the Standards of the European Union under the MDCS were allocated in the framework of two budget programs: “Provision for civil service institutional development” (UAH 4.2 million) and “Applied research and development in the civil service field and the adaptation of the civil service to the standards of the European Union” (UAH 6.1 million). Social expenditures of the Center for Adaptation of the Civil Service to the Standards of the European Union within a general structure of expenses of the “Provision for civil service institutional development” program made up 68%.

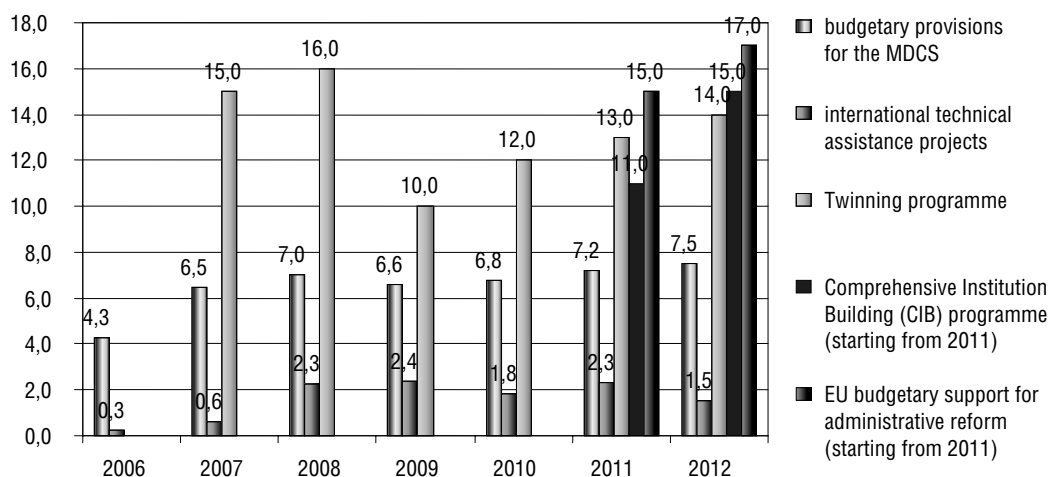
UAH 6.1 million was allocated for applied research in the sphere of the civil service and its adaptation to the standards of the European Union, i.e. budgetary funds were fully allocated.

### Average monthly salary for employees of the Main Department of the Civil Service of Ukraine in 2009 (thousands UAH)

	Main specialist	Sector supervisor	Head of unit	Deputy Head of department	Head of department
2009	3041.9	3829.1	5044.7	5489.7	6996.8
2008	3489.8	4381.3	5458.5	6484.8	7815.4
2007	2195.4	3082.9	3911.8	4339.9	5398.0
Increase (%) in 2009 compared with 2008	87.2	87.4	92.4	84.7	89.5

In 2009, the budgetary provisions were not fully allocated. Account payable for the MDCS constituted 12.5% (UAH 9.2 million).

In order to support the implementation of the MDCS’ priority activities, international technical assistance resources were attracted in 2009. In particular, a total amount of EUR 2.4 million constituting 36.3% of the annual volume of the MDCS’ budgetary provisions was allocated within the framework of four international technical assistance projects in the sphere of civil service and public administration reform that were implemented in 2009.



Mobilization of international technical assistance resources as compared with budgetary provisions for the MDCS during 2006-2009 and forecast indicators for 2010-2012 (EUR million)

# SECTION X. PRIORITIES FOR 2010

## **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.

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

- development of civil service legislation;
- preventing corrupt practices in the civil service, ensuring openness and transparency in the activity of civil servants;
- deepening international cooperation in the sphere of civil service and public administration;
- development of integrated infrastructure for a civil service information system;
- introduction of modern practices and technologies for human resources management into the civil service system;
- strengthening the institutional capacity required for the adaptation of national legislation to standards of the European Union (acquis communautaire);
- building of the institutional capacity for civil servant professional training;
- refining the system and structure of executive authorities; and
- informing the citizenry and conducting communicative events.

## **In the implementation of priorities, we are guided by the following principles:**

- legality and rule of law;
- integrity, patriotism and professionalism;
- orientation towards the needs of customers;
- openness and transparency;
- movement towards the adherence to standards from the European administrative space;
- removal of a conflict of interest and transparency in decision-making.

## **We implement the above-noted priorities through:**

- development of legal acts for the improvement of civil service management,
- exercising control over adherence to civil service legislation, undertaking measures concerning civil servants' professional ethics, and preventing corrupt practices in the civil service;
- implementation of the MDCS's international cooperation strategy for 2009-2011;
- development of new approaches to civil servants' performance evaluation and to the mechanism of assessing professional, business and moral qualities of the candidates for civil servants' positions;
- review of the main tasks and functions of personnel units within government and local government bodies;
- use of Twinning, TAIEX, and SIGMA European institution building instruments, also within the framework of the Eastern Partnership, and support to the activity of the Twinning Programme Administration Office;
- promoting the development of the network of policy analysis groups;
- strengthening the role of the School of the Senior Civil Service in providing training for agents of change;
- constant updating and development of the lists of public functions and services; and
- informing the public on priorities and publicly significant goals of the civil service and service in local self-government bodies.

Translation – Iryna Chupryna

*Informational edition*

**PROFESSIONAL CIVIL SERVICE:  
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 2009**

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що зроблено і що далі?**

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