



# STRATEGY

FOR PUBLIC ADMINISTRATION  
REFORM IN UKRAINE

for 2022-2025

# **STRATEGY**

## **FOR PUBLIC ADMINISTRATION REFORM IN UKRAINE**

### **FOR 2022-2025**

## **I.**

### **PURPOSE**

Good governance is one of the key drivers of a country's competitiveness, development of economy as well as pre-requisite for the European integration. To ensure effective performance of the Cabinet of Ministers of Ukraine in building public policies in various sectors, it is central to establishment of a professional, efficient, effective, and accountable system of central executive bodies. Reduced administrative burden on business, better quality of administrative services, secured legality and predictability of administrative actions improve a country's standing in international rankings and play a significant role in increasing the trust of citizens and business in the state.

In line with the Association Agreement between the European Union and the European Atomic Energy Community and their Member States, on the one part, and Ukraine, on the other part (hereinafter – the Association Agreement), the Strategy is based on common values, namely respect for democratic principles, the rule of law, and good governance. In Article 3, the Association Agreement stipulates good governance as one of the principles central to enhance the relationship between the parties. Ukraine will continue to pursue political, socio-economic, legal, and institutional reforms necessary to effectively implement the Association Agreement.

The purpose of the Strategy is to develop a capable service and digital state in Ukraine availing safeguards for citizens' rights, building on the European standards and practices.

Public administration reform is being implemented with due regard to the European standards of good administration elaborated by the Support for Improvement of Governance and Management Programme (SIGMA) and enshrined in the Principles of Public Administration. This document provides a framework of principles and benchmarks for the assessment of public administration, based on internationally recognized standards and requirements as well as best practices of the EU Member States as well as member countries of the Organization for Economic Co-operation and Development (hereinafter – the European principles). This Strategy has been elaborated with close focus on the European principles and drawing on SIGMA’s 2018 Baseline Measurement of Public Administration in Ukraine, as well as takeaways from the previous phase of public administration reform in Ukraine.

**The expected results of public administration reform by 2025 are:**

- Ensuring the delivery of high-quality services and development of user-friendly administrative procedure for citizens and business;
- Building a system of professional and politically neutral public service, focused on safeguarding citizens’ interests;
- Building effective state institutions, accountable to citizens, that develop public policies and successfully implement them for the country’s sustainable development.

## II.

# THE CURRENT STATE OF PUBLIC ADMINISTRATION

Public administration reform foresees increased effectiveness of administrative service delivery. A network of administrative services centres is being actively promoted and expanded, along with the introduction of electronic services. However, accessibility and quality of services are variable in different geographic locations and communities. There are still some roadblocks for the integration of some frequently claimed services in the operational offer of administrative services centres due to the excessive centralization of respective powers.

A significant portion of administrative services is available online, such as the e-Baby service. As part of the reform efforts, the Unified State Web-Portal of Electronic Services has been launched, together with the TREMBITA system enabling interoperability between state electronic registries and databases. However, comprehensive data sharing between pertinent registries and databases through this interoperability vehicle has not been fully implemented yet.

The European principles maintain that a civil service should be professional, characterized by a spirit of integrity, politically neutral, merit-based, and citizen-oriented. According to SIGMA conclusions, Ukraine demonstrates alignment with many European principles, especially regarding the comprehensiveness and clarity of legislation framework for civil service, separation between civil service posts, political posts, and other jobs in public institutions.

At the same time, even though the procedure for competitive recruitment in civil service has been generally brought in compliance with the European standards, further improvements are needed. Also, there is a need to increase the attraction of qualified and skilled candidates, with selection procedures respecting the social distancing requirements.

Although earlier in 2020, the Cabinet of Ministers approved the Concept of Civil Service Salary Reform by Ordinance No. 622 of 27 May 2020, the most challenging issue remains to be its further implementation. The mechanism for salary calculation remains to be non-transparent due to unregulated and unlimited salary add-ons. The share of flexible pay is too high. A single information system for human resource management has not been built. Therefore, implementation of civil service job classification and salary reform, as well as further deployment of HRMIS, an integrated human resource management information system, in public institutions are key for further progress in this area and meeting the European principles of public administration.

Public administration in Ukraine is characterized by certain gender gaps. Even though women vastly outnumber men in civil service workforce (75,9% of total headcount in 2021), their numbers noticeably shrink at higher levels of the hierarchy. Thus, among category A civil servants, women account for only 12,5% (in 2021); and among civil servants holding the post of State Secretary in ministries, State Secretary of the Cabinet and Deputy State Secretary of the Cabinet, the share of women is 22% (in 2021).

Performance management processes in civil service have been introduced since 2018. Annual performance appraisal of civil servants is carried out, based on pre-identified tasks and key performance indicators.

Continuous investment in professional development of staff is an essential feature of any modern organization. During the previous phase of public administration reform, a series of measures were introduced to facilitate planning and carrying out of civil service training, such as introduction of training needs assessment and competition between state and non-state education providers, establishment of the Ukrainian School of Governance. However, financing of the civil service training system remains insufficient; hence, the system does not deliver on-time training on future priorities in the development of public administration.

According to the European principles, the system of executive bodies should be clearly and efficiently organized, ensuring access to public information and protection of citizens' rights in the interaction with public administration. In this regard, the following major achievements could be highlighted, together with problems to be addressed:

The reform efforts in recent years have resulted in an updated organizational model of the ministry's apparatus. According to the established universal requirements for the ministry's apparatus structure, policy development takes place in directorates, which enhances ministries' capacity to plan and implement reforms. By the onset of 2021, over 90 such directorates had been established. At the same time, in 2020 and 2021, creation and staffing of directorates was slowed down by the halt of civil service competitions and significant cuts in the reform financing due to the pandemic-related restrictions imposed throughout Ukraine to prevent the spread of Covid-19, caused by coronavirus SARS-CoV-2;

According to the Concept of Optimisation of Central Government System approved by Ordinance of the Cabinet of Ministers of Ukraine of 27 December 2017 No. 1013 (Official Bulletin of Ukraine, 2018, No. 9, Art. 337), ministries are gradually giving away their non-essential functions related to policy implementation, for example, by transferring relevant functions to existing or new central executive bodies. At the same time, ministries still continue to perform a fair share of policy implementation functions, which reduces their policy development capabilities;

Low effectiveness of planning as regards activity of central executive bodies remains to be on the agenda, in particular when it comes to focusing on results versus focusing on processes. The main reasons behind this situation are outdated legislation on state planning and accountability, as well as sub-optimal coordination with the public financial management reform as regards planning and accountability of central executive bodies in the process of State Budget drafting and execution.

# III.

## GOALS AND OBJECTIVES

### HIGH-QUALITY SERVICES AND USER-FRIENDLY PROCEDURES

The goal of this Strategy domain is to create conditions for individuals and legal entities to receive high-quality, accessible administrative services via user-friendly, comprehensible procedures.

In the development of administrative services and procedures, a priority is to adopt the Law on Administrative Procedure and gradually align individual laws with the European standards. This will require not only enactment of relevant legislation and revision of existing administrative procedures in each individual public administration and local self-government body, but also capacity building for all civil servants on the new framework of administrative procedure as well as awareness raising among citizens and business about their new rights.

Establishing general principles and rules of administrative procedure in legislation will promote legal certainty and provide safeguards for the rights of citizens and legal entities in cases when public administration and local self-governments decide on their rights and obligations.

Special focus is placed on further development of administrative services centres – making them inclusive, accessible, and user-friendly; expanding the administrative services offer (especially with regard to services that are most frequently requested); improving quality of their delivery.

The development and optimization of the network of administrative services centres, in line with the administrative territorial reform, will be carried out by local self-governments on the basis of guidelines outlining criteria for territorial accessibility of such centres, including their local branches and remote (also mobile) administrator's offices. Meeting such criteria will increase accessibility of administrative services for citizens.

Most services provided via administrative services centres are free of charge. In light of this fact, when it comes to the expansion of services offer, it will be important to consider strengthening of administrative services centres' capacity to absorb the cost of organization and delivery of services falling into the category of delegated competences or services essentially provided by executive bodies.

Measures aimed to enhance quality of administrative services will involve simplification/optimization of administrative procedures and reduction of administrative burden. In parallel, there will be improvement of IT systems, training of civil servants and public servants in local self-government, and periodic assessment of procedures and their optimization.

To increase accessibility of administrative services, it is necessary to continue the work on decentralization (delegation) of competences to deliver administrative services to local self-governments, while ensuring adequate financing; regulate administrative fees in legislation, in particular by updating the methodology for calculation of administrative fees and ensure harmonization with the Ukrainian Law on Administrative Services. It is also essential to have a monitoring system in place that should include assessment of administrative services quality, also those that are provided via administrative services centres.

Another objective is to pursue further digitalization of administrative services that will bring them closer to users. It requires development of a well-functioning electronic infrastructure serving as a basis for increased number of administrative services delivered via information technologies.

Application of modern ICT will facilitate creation and improvement of electronic information resources (registries), ensuring interoperability of systems and data sharing.

Interoperability of systems will enable data sharing between registries and public administration and local self-government bodies. Registries should be open for use by public administration and local self-government bodies, with guaranteed personal data protection, which will simplify provision of administrative services by public administration and local self-governments to citizens and legal entities, in particular in the electronic form via web-services. To this end, connection of all key registries to the interoperability system TREMBITA needs to be ensured.

### **The following are the Strategy's objectives in this area:**

#### **As regards administrative procedure:**

- Implementing administrative procedure and harmonizing legal acts with the Law on Administrative Procedure;
- Carrying out training for civil servants, raising citizens' awareness on matters relating to general administrative procedure;

#### **As regards quality and accessibility of services:**

- Promoting development of the network of administrative services centres, making them inclusive, accessible and user-friendly;
- Ensuring further integration of services in the offer of administrative services centres;
- Ensuring further decentralization of competences to deliver administrative services by delegating them to local self-governments (including civil registration, social administrative services, state registration of land plots and vehicles);



- Introducing a system for monitoring and evaluation of quality of administrative services delivery according to single standards with a view to their further improvement;
- Conducting re-engineering of administrative services following the principles of client-orientation and enabling their electronic delivery, in particular for services related to setting up and conduct of business, and an integrated service in the event of death;
- Drafting proposals on legislative amendments to the procedure and methodology for calculation of administrative fees and submitting them to the Cabinet of Ministers. Implementation will follow the 2021-2023 Action Plan for the implementation of the State Strategy for Regional Development for 2021-2027 approved by Ordinance of the Cabinet of Ministers of Ukraine of 12 May 2021 No. 497 (Official Bulletin of Ukraine, 2021, No. 44, Art. 2713);

#### As regards well-functioning infrastructure:

- Ensuring interaction between public registries (including those maintained by local self-governments) to obtain information necessary for provision of administrative services without involvement of citizens (also conducting audits of registry quality) by connecting registries to the interoperability system TREMBITA;
- Ensuring that citizens and legal entities use reliable and secure modern means and vehicles for electronic identification through the integration system of electronic identification.

#### The progress towards planned results will be assessed against the following indicators:

INDICATOR	BASELINE	2022	2023	2024	2025
1. The rate of increased citizens' satisfaction with quality of administrative services, %, provided by:					
a) administrative services centres	70	73	75	78	80
b) public authorities	40	50	60	65	70
c) electronically	50	60	70	80	90
2. Number of electronic services with high impact on citizens and business implemented at Levels III—IV (according to UN Methodology), units	120	130	250	300	350
3. Share of public electronic information resources included in the interoperability arrangement and sharing data through the interoperability system TREMBITA, from the list of prioritized public electronic information resources, %	50	60	70	80	90

<b>INDICATOR</b>	<b>BASELINE</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>
4. Degree of integration of some groups of services in the offer of administrative services centres (as % of total number of administrative services centres providing these groups of services):					
a) civil registration	20	30	70	80	90
b) passport related services	20	30	50	65	80
c) social administrative services	50	60	70	80	90
d) pension related services	3	10	25	40	50
e) tax related services for citizens		5	25	40	50
f) vehicle registration (re-registration) and issuance (replacement) of driver's license	6	10	25	40	50
5. Alignment of the network of administrative services centres with the new administrative territorial set-up:					
a) share of settlements – administrative centres of rayons (as of 1 January 2020) where administrative services centres are established, %	49	60	70	75	80
b) share of territorial communities with population above 10,000 residents where administrative services centres are established, %	25	37	50	65	80
c) share of territorial communities with population below 10,000 residents where administrative services centres are established (when public financing has been allocated for construction, overhaul and equipment of premises), %	8	15	60	70	80
6. Number of simplified procedures for administrative service delivery, units		5	5	5	5
7. Implementation of the Law on Administrative Procedure:					
a) share of legislative proposals instrumental for the implementation submitted to the Parliament, %		70	80	90	
b) share of civil servants trained on the new framework of administrative procedure, as % of total number of civil servants requiring such training		20	40	60	80

## PROFESSIONAL PUBLIC SERVICE AND HUMAN RESOURCE MANAGEMENT

The purpose of this Strategy domain is to continue moving towards professional and politically neutral civil service and service in local self-government, characterized by a spirit of integrity and committed to safeguarding of citizens' interests.

The Ukrainian Law on Civil Service is aligned with the European principles and serves addressing the issues of civil service. However, some of its provisions need significant improvement, and its effective implementation requires consolidated efforts of all public authorities, with top priority given to increasing the level of citizens' trust in civil service.

An important part of good administration is building professional service in local self-government. Legislation regulating service in local self-government requires substantial renewal with a view to establishing new legal and organizational frameworks for service in local self-government as professional and politically impartial activity serving the interests of the state and citizens, guaranteeing equitable access to service in local self-government for Ukrainian citizens, and harmonization with the civil service legislation.

**It is envisaged that a new version of the Law on Service in Local Self-Government will be adopted to create legal preconditions for:**

- Raising the prestige of service in local self-government;
- Regulating the status of public servants in local self-government;
- Equitable access to service in local self-government;
- Introducing a transparent mechanism of admission to service in local self-government and promotion of career growth;
- Increasing social protection and financial provisions for public servants in local self-government.

**Improved image of the state and its competitiveness as employer are to be improved, with real opportunities to attract and retain the best talent in civil service necessitate the reform of civil service remuneration system with a view to:**

- Increasing transparency, predictability and fairness of remuneration, with a more substantial role of fixed pay and more limited flexible pay (at the discretion of manager) in the composition of total pay at individual level and the level of institutional wage bill (the share of fixed pay should be at least 70%, with flexible pay not exceeding 30%); and reducing and closing pay gaps in civil service. The reduction in the share of bonuses will help prevent arbitrary salary setting by managers and will also lower the risk of politization of civil servants;

- Introducing the civil service job classification (defining typical civil service posts on the basis of job functionality, purpose and value);

## **ESTABLISHING COMPETITIVE LEVELS OF REMUNERATION.**

One of the key conditions for successful salary reform in civil service is sustainable financing. The issue of salary reform will be addressed in conjunction with identification of additional sources of financing. The costs of the reform can be offset, for example, by efficiency gains in public administration, rightsizing of headcount in executive bodies and abolishment of vacant positions.

The information about public administration efficiency in Ukraine is scarce and anecdotal, which highly complicates the identification of headcount rightsizing ways and solutions. Public institutions maintain individual management information systems, and datasets stored in these systems are not sufficiently transparent and not comparable, thus making it impossible to review and assess the entire human resource management in general.

It is envisaged that the deployment of HRMIS will continue, thus allowing for prompt and transparent monitoring of public administration headcount and wage bill and replacing in-house solutions in the future. The HRMIS piloting was launched in 19 central executive bodies, and it now contains data on over 20,000 employees, but its further roll-out needs to be accelerated.

Strengthening of civil service requires attraction of highly qualified professionals through honest and transparent selection, followed by appointments to civil service jobs based on merit and equal treatment of candidates regardless of their gender, ethnicity, social background, disability, etc.

Building of a cadre reserve for the purpose of filling in civil service jobs and promotion should be pursued ensuring equal rights and opportunities for men and women.

In order to improve the quality of selection to civil service jobs, the Commission on Senior Civil Service and selection boards set up by appointing entities in institutions will be largely composed of suitably qualified professionals. Moreover, the Commission and selection boards will include both men and women. The competitive recruitment procedure also needs improvement, it will stipulate that the main stages of selection process will be conducted through testing in the Assessment Centre for civil service candidates.

**One of the key conditions for successful development of civil service is ensuring civil servants' integrity. Modern tools helping to minimize risks related to civil servants' unethical conduct and abuse of office will continue to be developed and implemented, including the following:**

- Providing civil servants with opportunities to receive consultations regarding challenging ethics-related situations and file whistle-blower complaints in the event of alleged breach of integrity;
- Providing training on practical aspects of integrity and incorporating topics relating to civil servants' ethical conduct in professional development programmes;
- Conducting tests and surveys on incidence of breached integrity among civil servants;
- Having civil servants file a statement of interest, declaring thereby the absence of conflict between personal interests of civil servants and their family members, on the one hand, and the powers of their office (especially in case of category A posts), on the other hand.

An essential part of public administration modernization is better quality of professional training of civil servants and public servants in local self-government.

The system of drafting and placement of government contracts for training and in-service training of civil servants and public servants in local self-government is not efficient, thus hampering the evolution of education services market in the area of post-diploma education, creating unequal playing field for education providers of different forms of ownership in the area of training and in-service training.

The existing mechanisms for identification of professional training needs and planning of resources to finance government contracts for in-service training do not support prompt meeting of current training needs and proactive in-service training of civil servants and public servants in local self-government, thus leading to limited accessibility of training under government contracts.

A considerable share of civil servants and public servants in local self-government cannot fully satisfy the need in in-service training.

The content of professional training of civil servants and public servants in local self-government is not fully aligned with the training needs.

The issues of professional development for senior civil servants, methodological base, professional training for managerial staff and development of cadre reserve for civil service underpin the elaboration of the concept for a new type of education institution – a higher school of public administration.

It is envisaged to promote building efficient mechanisms to motivate civil servants and public servants in local self-government to engage in professional development and continuing education.

**One of the objectives is to create a modern, coherent, mobile, and flexible system of professional training with well-developed infrastructure, effective management and adequate resourcing, that will include the following components:**

- Identification of professional training needs;
- Drafting, placement and delivery of government contracts;
- Building motivation for enhancement of one's professional competencies;
- Ensuring the functioning and development of education services market in the area of professional training;
- Monitoring and evaluation of training quality.

Success of the reform will largely depend on the quality of human resource management in public administration, which should be provided by modern, effective and efficient people management departments. To be able to effectively deliver assigned tasks, people management departments need to incorporate in their work modern methods and tools of human resource management in civil service, develop organizational and managerial culture.

**The following are the Strategy's objectives in this area:**

**As regards competitions and recruitment:**

- Updating of the selection procedure to improve assessment of candidates' competencies, enable assessment in the remote mode, and ensure non-discrimination and equitable access in the competitive recruitment process for all candidates regardless of their gender, ethnicity, social background, disability, etc.;
- Modernizing operations of the Commission on Senior Civil Service with a view to its professionalization, ensuring equal representation of men and women in its composition;
- Introducing enrolment into civil service cadre reserve (ensuring equal rights and opportunities for men and women) of candidates with deferred right to be appointed to a civil service post who can be appointed to an equivalent or lower civil service post within the same or some other public institution;
- Developing criteria and providing opportunities for career progression, also moving up to a higher position category, for civil servants who receive "excellent" evaluation during annual performance appraisal;
- Motivating women to participate in competitions for category A posts, based on their competencies, merits and achievement;

- Designing and implementing a policy to ensure balanced representation of men and women in various civil service posts;
- Creating opportunities for internship in order to attract young talent to civil service;
- Popularization of civil service;

#### **As regards motivation and remuneration:**

- Introducing civil service job classification, including integration of positions held by employees engaged to work in public administration as part of public administration reform activities into the general salary scheme;
- Implementing a comprehensive salary reform that would include increasing the fixed pay and limiting the flexible pay based on clear criteria, reducing the number of salary components, addressing the underlying causes of pay gaps, and approximating civil service salaries to those received by private sector employees in positions with similar levels of complexity and responsibility;
- Ensuring that civil servants would not receive lower total pay, including employees engaged to work in public administration as part of public administration reform activities;

#### **As regards people management capacity and organizational culture:**

- Rolling out HRMIS that would allow for, inter alia, gathering and analysing quantitative and qualitative data on men and women representation in various civil service posts;
- Conducting institutional needs assessments regarding required number of civil servants with relevant qualification to tackle strategic tasks;
- Introducing competency frameworks for various professional groups in civil service in line with the catalogue of typical civil service jobs and respective allocation criteria;
- Strengthening safeguards to prevent arbitrary dismissals of civil servants;
- Implementing continuing professional development programmes for staff in people management departments regarding modern HRM practices and tools;
- Ensuring development and support of organizational and managerial culture, and ethical behaviour in civil service, focusing on collaboration, results and people-centredness;
- Developing and implementing professional onboarding programmes for civil servants;

### **As regards professional development and performance management:**

- Conducting an external review of the civil service training system and drafting proposals for its further development;
- Ensuring development and implementation of in-service training programmes for civil servants on project management, strategic planning, management and European integration;
- Ensuring development of gender competencies of civil servants by incorporating a gender component in training and in-service training programmes for civil servants;
- Ensuring implementation of an in-service training programme for civil servants in category A, B and C positions on people management and performance management, as well as for employees of people management departments;
- Improving procedures and tools of civil servants' performance appraisal, aligning it with strategic planning and reporting processes;
- Creating equal opportunities for education providers of different forms of ownership in the area of civil servants' in-service training;
- Improving the mechanism of drafting, placement and delivery of government contracts for training and in-service training of civil servants by implementing an open and transparent system for placing government contracts, using the functionality of the knowledge management web-portal in the area of professional training;

As regards regulation of issues relating to the service in local self-government, the objective is to ensure its effective management in line with the European Charter of Local Self-Government.



The progress towards planned results will be assessed against the following indicators:

INDICATOR	BASELINE	2022	2023	2024	2025
1. Average number of candidates per civil service post	3	10	12	13	15
2. Turnover in category A posts, %	18	17	15	13	10
3. Turnover in category B and C posts, %	25	20	15	13	10
4. Share of civil service posts covered by the salary system based on job classification, % of total number of posts for which common remuneration conditions apply		1	70	75	90
5. Share of institutions with implemented HRMIS, %	0,5	25	50	65	80
6. Share of civil servants who received in-service training, % of total headcount	49	55	60	65	70
7. Share of institutions' expenditures on in-service training of civil servants in the apparatus, % of wage bill	up to 1	1	1,5	1,75	2

## EFFECTIVE GOVERNANCE

The purpose of this Strategy domain is to create conditions enabling public institutions to develop policies driven by analysis and drawing on contributions from stakeholders, and to ensure their effective implementation for the sustainable development of the state.

The key problems remain to be sub-optimally effective system of central executive bodies, lack of clear division between policy development and policy implementation functions, imperfect steering and coordination mechanism regarding ministries' activity, and unregulated system of government strategic planning.

Legislation defines ministries as bodies responsible for public policy development and implementation in one or several areas, and the Cabinet of Ministers is defined as a body that steers, coordinates, and controls ministries' activity.

The existing steering and coordination mechanism and support to ministries' policy-making capacity need to be improved. A list of areas in where policies are developed and implemented by the Cabinet of Ministers needs to be more clearly defined. Policy-making powers in all areas are to be concentrated in respective directorates within ministries. Ministries should focus on policy making, with policy implementation functions gradually handed over to other central executive bodies.

An important objective is to improve the process for development and implementation of long-term decisions about the country's way forward, coordination of policy development and implementation, which are at the core of executive bodies' activity within the public administration system. Also, the process of planning activity of the Cabinet of Ministers should be aligned with a long-term vision for the country's development, medium-term budgeting, Ukraine's international commitments and aspirations regarding implementation of best global standards in various sectors, including OECD standards.

Addressing of problems in the domain of government's strategic planning, in particular those related to drafting and implementation of national programmes and state target programmes, is possible through the development and adoption of a corresponding law, strengthening of institutional capacity of central executive bodies and development of civil servants' competencies in this area. The tasks related to building of a system for government's strategic planning will be addressed within the Strategy for Public Financial Management Reform.

The procedure for establishment and termination of central executive bodies needs to be improved as regards proper rationale for the establishment of such bodies and defining their mandates. In the absence of a clearly defined legal succession mechanism, challenges emerge with transfer of property-related obligations of a terminated body and ensuring of proper implementation of functions transferred to another central executive body. As a result, the principle of continuity is violated regarding performance of duties and exercise of authority, and activities relating to termination of central executive bodies sometimes last for years.

It is also envisaged to review procedures and business processes in institutions, with primary focus on the process of public consultations on public policy development and implementation, monitoring and control of implementation of managerial decisions. An audit of business processes will enable to identify general negative trends and help make them more convenient for citizens, also by implementing modern IT solutions.

There is also a need to improve managerial reporting in line with the European principles, taking into consideration special features of Ukrainian public administration.

### **The following are the Strategy's objectives in this area:**

#### **As regards policy planning and policy making:**

- Improving the system of legal drafting, in particular through unification of rules for legal drafting and review of legal drafts;
- Improving the process of public consultations and consultations with civil society on public policy development and policy implementation, including implementation of a public consultations module within the online platform for interaction of executive bodies with citizens and civil society;

### **As regards effective organization and accountability:**

- Improving the organization and operating procedures of central executive bodies, including steering and coordination mechanisms, organizational structure, clear definition and allocation of functions and competences, elimination of their duplication, and accountability for results, in line with the principles of managerial accountability defined by SIGMA;
- Simplifying procedures for establishment and termination of central executive bodies as legal entities of public law, defining a clear legal succession mechanism in case of changes in the system of central executive bodies;
- Finalizing setting-up of directorates to increase policy-making capacity of ministries in their respective fields;
- Moving on with relieving ministries of non-essential functions and competences by assigning them to other central executive bodies, transferring them to local executive bodies or local self-governments as part of decentralization, or abolishing their performance by the state;
- Introducing systemic review of procedures and business processes in public administration pursuing their continuous improvement through reengineering, establishing transparent rules and common standards;
- Introducing electronic archiving and creating adequate conditions for permanent storage of electronic documents in electronic archives;

### **As regards citizens' constitutional right to file submissions:**

- Updating legislation on citizens' submissions and public information, in particular the Law on Citizens' Petitions;
- Introducing modern tools and approaches for processing and review of citizens' submissions based on "single window" principle, such as the online platform for interaction of executive bodies with citizens and civil society;
- Introducing the system for unified processing and review of submissions aiming to reduce processing time, avoid vague, unsubstantiated or incomplete responses, enable tracking of the status of submission review, and ensure control of citizens' satisfaction with the outcomes of review process.

The progress towards planned results will be assessed against the following indicators:

<b>INDICATOR</b>	<b>BASELINE</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>
1. Degree of satisfaction of applicants who have filed submissions via the unified system for processing submissions, %		15	25	35	40
2. Share of citizens' submissions filed electronically, %	15	25	35	40	50
3. Share of directorates in ministries that have been fully staffed, %	80	82	85	88	90
4. Share of implemented activities defined in the Government's Priority Action Plan, %	45	47	50	53	55
5. Share of central executive bodies that have integrated local systems of documentation flow with the unified integrated portal for monitoring and control of implementation of managerial decisions, %		5	70	80	90
6. Number of business processes (procedures) reengineered by each central executive body		1	4	6	8

# IV.

## LINKAGE BETWEEN THE STRATEGY AND OTHER STRATEGIC DOCUMENTS

This Strategy will be implemented in coordination with the Strategy for Public Financial Management Reform through aligning objectives, activities, and timelines of both strategies, holding meetings and working sessions involving institutions responsible for implementation of this Strategy, discussing relevant issues during meetings of Coordinating Council for Public Administration Reform.

# V.

## FINANCING OF STRATEGY IMPLEMENTATION

Activities within the implementation of this Strategy will be carried out in 2022-2025 with financing coming from the State Budget and other sources, including international technical assistance projects.

Tentative amounts of financing necessary to carry out activities within this Strategy will be further specified during respective budget programming that would cover related activities, or with consideration of actual international technical assistance.

Financing for activities is planned under the budget programmes “Subvention for the state budget to local budgets for the development of the network of administrative services centres”, “Electronic governance”, “Professional training of civil servants and public servants in local self-government” as well as budget programmes covering leadership and management in individual sectors, and other budget programmes.

# VI.

## COORDINATION, MONITORING AND EVALUATION OF STRATEGY IMPLEMENTATION STATUS

Minister of the Cabinet of Ministers is a political leader of public administration reform, responsible for its implementation, monitoring, evaluation, and reporting.

Ministers are responsible for public administration reform in their respective areas.

Responsibility for implementation of activities within this Strategy shall be assigned to executive bodies defined in the Strategy Implementation Plan and officials in category A posts in these executive bodies. Moreover, implementation of the Strategy and activities defined in the Implementation Plan is reflected in tasks and key performance indicators established for State Secretaries in ministries and heads of central executive bodies.

The Coordinating Council for Public Administration Reform ensures coordination of activities within the implementation of the Strategy, operating on the basis of Regulation on Coordinating Council for Public Administration Reform approved by Resolution of the Cabinet of Ministers of Ukraine of 18 May 2016 No. 335 “On Coordinating Council for Public Administration Reform” (Official Bulletin of Ukraine, 2016, No. 42, Art. 1577).

Deputy State Secretary of the Cabinet of Ministers, also acting as Secretary of the Coordinating Council for Public Administration Reform, ensures coordination of the work of the organizational unit within the Secretariat of the Cabinet of Ministers on Public Administration Reform.

The organizational unit within the Secretariat of the Cabinet of Ministers on Public Administration Reform ensures coordination of activities within the implementation of the Strategy, quarterly monitoring, and preparation of annual reports, and supports the activity of the Coordinating Council for Public Administration Reform.

Seeking to ensure independent and objective assessment of Strategy of implementation, cooperation with SIGMA is maintained, supporting ongoing monitoring of progress.

# VII.

## COMMUNICATION

Strategic communication focused on priorities of the Strategy shall be maintained to increase awareness and support to public administration reform by key stakeholders.

Communication shall be directed to support Strategy activities and shall include internal and external communication actions, to be carried out under the general coordination of the Secretariat of the Cabinet of Ministers, based on “speaking with one voice” principle.

Regular internal communication is maintained with civil servants, as part of activities related to people management and organizational culture development, to provide timely information about Strategy objectives and progress, increase motivation and engagement in public administration reform efforts.

Communication activities will be financed and carried out as part of international assistance projects and will be coordinated by central executive bodies responsible for implementation of the Strategy.

**The provisional list of communication activities for the three Strategy domains includes the following measures:**

### **High-quality services and user-friendly procedures:**

- Information campaign to increase awareness and support implementation of general administrative procedure;
- Information campaign to increase citizens’ awareness about the list, possibilities and means to use electronic administrative services;

### **Professional public service and human resource management**

- Nation-wide information campaign to popularize civil service;
- Nation-wide information campaign on the development and support of organizational and managerial culture, and ethical conduct in civil service;
- Design and implementation of an interactive exhibition about civil service;
- Design and implementation of an efficient mechanism for internal communication, interaction and feedback within civil service;
- Information campaign to increase awareness of key stakeholders, in particular civil servants, about salary reform based on civil service job classification;



## Effective governance:

- Support to institutional capacity for communication on public administration reform;
- Creating a web-portal dedicated to public administration reform;
- Creating and disseminating awareness-raising materials on public administration reform for different target groups;
- Conducting regular public events and discussions with representatives of the public and reform stakeholders (once every quarter) with annual conference for stock-taking;
- Conducting surveys of target groups and key stakeholders to evaluate effectiveness of public administration and communication (once every year);
- Designing and implementing a solution for electronic interaction with key stakeholders and the public on pertinent issues of public administration reform;
- Information campaign to introduce public consultations on policy proposals and draft laws submitted for approval by the Cabinet of Ministers, using relevant ICT tools;
- Information campaign to increase citizens' awareness about the list, possibilities and means to access public information and file submissions to public authorities (citizens' petitions).

**APPROVED**

by Ordinance of the Cabinet of Ministers of Ukraine  
21 July 2021 No. 831-p

# **IMPLEMENTATION PLAN**

**for the Strategy  
for Public Administration Reform  
in Ukraine for 2022-2025**

ACTIVITY	RESPONSIBLE ENTITIES	EXPECTED RESULTS	TIMELINE	SOURCES OF FINANCING, PROVISIONAL AMOUNTS
<b>HIGH-QUALITY SERVICES AND USER-FRIENDLY PROCEDURES</b>				
1. Support the legislative process in the Verkhovna Rada with regard to passing of the Law on Administrative Procedure.	MinJustice	Support to the legislative process in the Verkhovna Rada with regard to passing of the Law on Administrative Procedure provided until the Law is adopted.	Until the Law is adopted.	State Budget
2. Carry out the Implementation Plan for the Law on Administrative Procedure.	MinJustice ministries, other CEBs	Draft laws developed according to the Plan, adopted by CMU and submitted to the Verkhovna Rada.	QIV 2024	State Budget, international technical assistance
3. Organize training on the new framework of administrative procedure.	NASC MinJustice SCMU	At least 20% civil servants trained among those who require such training.	Annually	State Budget, international technical assistance 2022 — UAH 2,000 thousand 2023 — UAH 1,000 thousand 2024 — UAH 1,000 thousand 2025 — UAH 1,000 thousand
4. Ensure coordination of the development of the network of administrative services centres and its optimization in line with the administrative territorial reform, to allow for territorial accessibility of administrative services in such centres	MinDigital MinRegion MinEconomy Oblast administrations	Administrative services centres established by city and rural councils in settlements – administrative centres of rayons (as of 1 January 2020), administrative services centres at rayon administrations dissolved.	QIV 2022	Subvention from State Budget: 2022 — UAH 1,297,140 thousand 2023 — UAH 2,297,140 thousand 2024 — UAH 3,297,140 thousand State Fund for Regional Development international technical assistance
			QIV 2023	

ACTIVITY	RESPONSIBLE ENTITIES	EXPECTED RESULTS	TIMELINE	SOURCES OF FINANCING, PROVISIONAL AMOUNTS
5. Introduce monitoring of quality of administrative services.	MinDigital	of territorial communities with population over 10,000. Administrative services centres established by city and rural councils representing interests of territorial communities with population below 10,000 (when public financing has been allocated for construction, overhaul and equipment of premises)  A system for monitoring of quality of administrative services introduced.	QIV 2024	State Budget, international technical assistance 2022 — UAH 2,267 thousand
6. Conduct assessment of applicant's satisfaction with quality of administrative services.	MinDigital	Annual reports about the results of assessment of applicant's satisfaction with quality of administrative services published.	Annually	State Budget, international technical assistance 2022 — UAH 5,850 thousand 2023 — UAH 6,138 thousand 2024 — UAH 6,150 thousand 2025 — UAH 6,188 thousand
7. Develop and submit to CMU a draft law on simplification of land registration procedure, including delegation of this competency to local self-governments.	MinAgro MinEconomy	Draft law approved by CMU and submitted to the Verkhovna Rada.	QIII 2024	State Budget
8. Develop and submit to CMU a draft law on simplification of vehicle registration and issuance of driver's license, including delegation of this competency to local self-governments.	MinInterior	Draft law approved by CMU and submitted to the Verkhovna Rada.	QIII 2023	State Budget
9. Develop and submit to CMU a draft law on simplification of civil registration procedure, including delegation of this competency to local self-governments.	MinJustice	Draft law approved by CMU and submitted to the Verkhovna Rada.	QI 2022	State Budget

ACTIVITY	RESPONSIBLE ENTITIES	EXPECTED RESULTS	TIMELINE	SOURCES OF FINANCING, PROVISIONAL AMOUNTS
10. Expand the list of administrative services delivered through administrative services centres.	MinDigital	Legal act adopted by CMU	QI 2022	State Budget
11. Expand the list of administrative services accessible electronically.	MinDigital	Services implemented as per indicators outlined in PAR Strategy for 2022-2025.	Annually	State Budget 2022 — UAH 179,132.5 thousand 2023 — UAH 179,140.6 thousand 2024 — UAH 179,140.6 thousand 2025 — UAH 179,140.6 thousand
12. Simplify procedures for delivery of administrative services, in particular an integrated service related to setting up and conduct of business and an integrated service in the event of death	MinDigital ministries, other CEBS	Optimization of service delivery procedures carried out according to proposals prepared by MinDigital.	QIV 2025	State Budget, international technical assistance
13. Connect public electronic information resources to the interoperability system TREMBITA.	MinDigital	Connection carried out as per indicators outlined in PAR Strategy for 2022-2025.	Annually	State Budget 2022 — UAH 23,240 thousand 2023 — UAH 33,690 thousand 2024 — UAH 45,390 thousand 2025 — UAH 45,390 thousand
14. Develop and submit to CMU a draft law amending legislative acts of Ukraine to ensure signing of an Agreement between Ukraine and the European Union on mutual recognition of electronic trust services and implementation of the EU acquis in the area of electronic identification.	MinDigital	Draft law approved by CMU and submitted to the Verkhovna Rada.	QI 2022	State Budget
15. Ensure connection of 100 ICT systems of electronic services providers to the integrated electronic identification system in order to provide access to electronic services delivered by public authorities, local self-governments, legal entities and individual entrepreneurs, as well as their services,	MinDigital	100 ICT systems connected to the integrated electronic identification system.	QIV 2025	State Budget 2022 — UAH 11,667 thousand 2023 — UAH 12,390 thousand 2024 — UAH 13,158 thousand 2025 — UAH 13,158 thousand

ACTIVITY	RESPONSIBLE ENTITIES	EXPECTED RESULTS	TIMELINE	SOURCES OF FINANCING, PROVISIONAL AMOUNTS
functioning of electronic documentation flow, and other activity with application of electronic identification.				
16. Develop and submit to CMU a draft Strategy for the development of electronic identification and electronic trust services up to 2024.	MinDigital	Legal act adopted by CMU.	Q1 2022	State Budget
<b>PROFESSIONAL PUBLIC SERVICE AND HUMAN RESOURCE MANAGEMENT</b>				
17. Support the legislative process in the Verkhovna Rada Committees and during plenary sessions with regard to passing of the Law on Service in Local Self-Government to ensure common approaches to the admission, employment and exist from service in local self-government, align with those defined in the Law on Civil Service.	NACS	Support to the legislative process provided until the Law is adopted.	Until the Law is adopted.	State Budget
18. Update the civil service competition procedure.	NACS	Legal act adopted by CMU.	Within 4 months after amendments to the Law on Civil Service come into force.	State Budget
19. Carry out a nation-wide information campaign to popularize civil service.	NACS MinInformation	At least 100,000 people reached.	Annually	State Budget, international technical assistance 2022 – UAH 2,000 thousand 2023 – UAH 1,000 thousand 2024 – UAH 1,000 thousand 2025 – UAH 1,000 thousand
20. Organize civil service job classification exercise in central executive bodies for the purpose of a comprehensive salary reform.	NACS	Information from job classification exercise received from all central executive bodies, report submitted to CMU.	QII 2022	State Budget

ACTIVITY	RESPONSIBLE ENTITIES	EXPECTED RESULTS	TIMELINE	SOURCES OF FINANCING, PROVISIONAL AMOUNTS
21. Conduct matching exercise for salaries in typical civil service jobs and jobs of similar complexity and responsibility in Ukrainian private sector in order to identify competitive levels of remuneration.	NACS	Matching exercise conducted; report submitted to CMU.	QII 2022	State Budget UAH 184 thousand
22. Support the legislative process in the Verkhovna Rada with regard to passing of the Law on Civil Service concerning optimization of merit-based selection, possibilities for career progression, and renewal of stability in civil service.	NACS	Support to the legislative process in the Verkhovna Rada provided until the Law is adopted.	Until the Law is adopted.	State Budget
23. Implement an open and transparent system for placement of government contracts for training and in-service training of civil servants, using the functionality of the knowledge management web-portal in the area of professional training.	NACS	The Module “Competitive selection of providers to implement government contracts” launched in the piloting mode in the knowledge management web-portal in the area of professional training.	QIV 2022	State Budget UAH 1,500 thousand
24. Carry out deployment of HRMIS	NACS ministries, other CEBs	HRMIS implemented in 95% of ministries and other CEBs.	QIV 2025	State Budget, international technical assistance 2022 — UAH 12,562 thousand 2023 — UAH 32,744 thousand 2024 — UAH 26,390 thousand 2025 — UAH 22,866 thousand
25. Design and implement in-service training programmes for civil servants on topics of integrity, project management, strategic planning and management.	NACS	Training for civil servants delivered.	Annually	State Budget, international technical assistance
26. Design and implement in-service training programmes for people management departments.	NACS	Training for people management departments delivered.	Annually	State Budget, international technical assistance

ACTIVITY	RESPONSIBLE ENTITIES	EXPECTED RESULTS	TIMELINE	SOURCES OF FINANCING, PROVISIONAL AMOUNTS
27. Design a concept for establishment of the higher school of public administration.	NACS	Concept approved by Coordinating Council on professional training of civil servants, heads of local administrations, their deputies and first deputies, public servants in local self-governments and local council members.	QII 2022	State Budget, international technical assistance
28. Establish the higher school of public administration.	NACS	The higher school of public administration established.	QIII 2023	International technical assistance
29. Carry out a nation-wide information campaign on the development and support of organizational and managerial culture, and ethical conduct in civil service.	NACS MinInformation	At least 100,000 people reached.	Annually	State Budget, international technical assistance 2022 — UAH 2,000 thousand 2023 — UAH 1,000 thousand 2024 — UAH 1,000 thousand 2025 — UAH 1,000 thousand
30. Carry out information campaign to increase awareness of key stakeholders, in particular civil servants, about salary reform based on civil service job classification.	NACS MinInformation	At least 100,000 people reached.	Annually	State Budget, international technical assistance 2022 — UAH 2,000 thousand 2023 — UAH 1,000 thousand 2024 — UAH 1,000 thousand 2025 — UAH 1,000 thousand

**EFFECTIVE GOVERNANCE**

31. Support the legislative process in the Verkhovna Rada with regard to passing of the Law amending some legislative acts of Ukraine concerning organization of activity of the Cabinet of Ministers of Ukraine and central executive bodies (registration number 5469 of 5 May 2021).	Minister of CMU MinJustice NACS	Support to the legislative process in the Verkhovna Rada provided until the Law is adopted.	Until the Law is adopted.	State Budget
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ACTIVITY	RESPONSIBLE ENTITIES	EXPECTED RESULTS	TIMELINE	SOURCES OF FINANCING, PROVISIONAL AMOUNTS
32. Support the legislative process in the Verkhovna Rada with regard to passing of the Law on Public Consultations (registration number 4254 of 23 October 2020).	MinJustice	Support to the legislative process in the Verkhovna Rada provided until the Law is adopted.	Until the Law is adopted.	State Budget
33. Prepare proposals on simplification of the procedure for establishment and termination of central executive bodies.	Minister of CMU MinJustice	Proposals drafted and submitted to the PAR Coordinating Council.	QII 2023	State Budget, international technical assistance
34. Align the structure of ministries apparatus with established requirements.	Ministries	Policy directorates established in the apparatus covering all areas falling within the responsibility of each ministry.	QII 2022	State Budget
35. Develop a catalogue of typical processes and regulation on optimization of procedures and business processes in executive bodies.	SCMU ministries, other CEBs	A catalogue of typical processes and regulation on optimization of procedures and business processes in executive bodies prepared, their approval by CMU ensured.	QIV 2022	State Budget, international technical assistance
36. Carry out optimization of procedures and business processes in executive bodies.	Ministries, other CEBs	Optimization project implemented for at least one business process annually.	Annually	State Budget, international technical assistance
37. Prepare regulations on the development of CMU planning documents and monitoring of their implementation.	SCMU MinEconomy MinFinance MinDigital	Regulations adopted.	QI 2022	State Budget
38. Ensure reengineering of the process of public consultations and consultations with civil society on public policy development and policy implementation.	SCMU MinDigital MinJustice MinEconomy MinFinance	CMU Resolution adopted, updating the public consultation process.	QI 2022	State Budget

ACTIVITY	RESPONSIBLE ENTITIES	EXPECTED RESULTS	TIMELINE	SOURCES OF FINANCING, PROVISIONAL AMOUNTS
39. Implement a module for public consultations and consultations with civil society within the online platform for interaction of executive bodies with citizens and civil society.	MinDigital	A public consultations module within the online platform for interaction of executive bodies with citizens and civil society designed. A pilot project implemented regarding preparation and implementation of public consultations using the online platform for interaction of executive bodies with citizens and civil society.	QIII 2022	State Budget, international technical assistance UAH 2,000 thousand
40. Ensure reengineering of the process of monitoring and control of implementation of managerial decisions.	SCMU MinDigital other ministries	CMU acts adopted. A unified integrated portal for monitoring and control of implementation of managerial decisions created.	QII 2023	State Budget, international technical assistance UAH 3,000 thousand
41. Introduce electronic archiving and design specialized software to enable work with archived electronic documents in CEB archives; create adequate conditions for permanent storage of electronic documents of the National Archives and government's electronic information resources.	MinJustice State Archive MinDigital ministries, other CEBs	Electronic archiving modules introduced in CEBs and integrated with documentation flow systems. The Central State Electronic Archive possesses technical capabilities and has started to receive documents for permanent storage from CEBs in electronic form. Transmission of documents for permanent storage from CEBs to the Central State Electronic Archive is conducted according to the Regulation on transfer of electronic documents of the National Archives for permanent storage, approved by Order of the Ministry of Justice of 30 December 2020 No. 4555/5.	QIV 2023	State Budget, international technical assistance UAH 36,962.9 thousand

ACTIVITY	RESPONSIBLE ENTITIES	EXPECTED RESULTS	TIMELINE	SOURCES OF FINANCING, PROVISIONAL AMOUNTS
42. Implement modules for electronic submissions and electronic queries with the possibility to track their review on the online platform for interaction of executive bodies with citizens and civil society.	MinDigital SCMU	Modules for electronic submissions and electronic queries developed and implemented within the online platform for interaction of executive bodies with citizens and civil society.	QII 2024	State Budget, international technical assistance
43. Develop and submit to CMU a draft Law on Citizens' Petitions (new version).	Minister of CMU MinJustice SCMU	Draft law approved by CMU and submitted to the Verkhovna Rada.	QI 2022	State Budget
44. Ensure communication support to PAR Strategy for 2022-2025.	SCMU	Increased awareness and support to reform priorities among target groups.	Annually	State Budget, international technical assistance 2022 — UAH 30,000 thousand 2023 — UAH 30,000 thousand 2024 — UAH 30,000 thousand 2025 — UAH 30,000 thousand



PUBLIC ADMINISTRATION  
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