REFORM INSIGHTS A GUIDE TO IMPLEMENTING CHANGES

where to start and how to achieve the desired result

Practical recommendations and tools for reform implementation:

from inception of an idea to mistakes that have become an experience.



You will never find in open sources information that you hold in your hands. This is a limited collection of case studies and insights into the implementation of changes in Ukraine over 4 years of operations of the Reforms Delivery Office of the Cabinet of Ministers of Ukraine, from 2017 to 2020.

We hope that our experience will serve as a useful guide for current and future politicians and civil servants seeking changes. This guide will help experts who want to work in the public sector to avoid mistakes. Managers will find new approaches to transformation and teamwork. NGOs, think tanks and independent experts working with the public sector will be able to better understand the public administration system and contribute to the success of reforms.



Ukraine Reforms Architecture is financed from the Ukraine Stabilisation and Sustainable Growth Multi-Donor Account managed by the EBRD. Contributors to the MDA are Denmark, Finland, France, Germany, Italy, Japan, the Netherlands, Norway, Poland, Sweden, Switzerland, the United Kingdom, the United States and the European Union, the largest donor.

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O S C C Organization for Security and Co-operation in Europe Project Co-ordinator in Ukraine

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REFORMS WITHOUT ROSE-TINTED GLASSES



Anton Yashchenko

Executive Director of the the Cabinet of Ministers of Ukraine

For Ukraine, 2014 became a watershed year. The old system was burning out, while the new one was just emerging. The Revolution of Dignity consolidated the European choice and opened the window of opportunity for great changes in all fields of life. And it was very important not to relax - to act quickly, as long as politicians and society wanted it.

The state apparatus, stable and rigid, needed a wave of new people, modern processes and effective methods of work. And most of us were ready to act. Volunteers, technocrats from business and NGOs went to the public sector to accelerate transformation.

Reforms Delivery Office of By analogy, I joined the team of the Reforms Delivery Office of the Cabinet of Ministers of Ukraine (RDO). which became part of the ambitious innovation program «Ukraine Reforms Architecture» (URA). This program is a joint initiative of the Ukrainian government, the European Union and the European Bank for Reconstruction and Development. The main goal is to support the government in the proper planning, implementation and communication of reforms.

WHAT DID WE COME TO UNDERSTAND FROM THE START?

- Ideal strategies and plans do not guarantee positive results.
- It is sometimes impossible to replicate the successful experience of other countries in the Ukrainian context.
- Financial and human resources are insufficient to carry out even half of the tasks.

Change is always a challenge: individual, team or national. But without it there is no movement forward.

We critically considered each problem. We looked for the real reasons for their occurrence, often came up with creative methods of solving problems, and involved well-known subject matter experts. We adapted international practice to Ukrainian realities, made mistakes, but did not give up until we found a solution.

Over 2017-2020, changes were introduced with RDO support in public administration and corporate governance of state enterprises. Important projects have been implemented in health care reform, decentralization, land reform and many other areas.

This guide contains practical recommendations and tools for implementing reforms: from the inception of an idea to mistakes that have become our experience. This is not a report on the activities and victories through rose-colored glasses. Our team and I have prepared this change guide to talk openly about insights and to protect from mistakes those who dare to implement large-scale transformations and changes - in a country, city or business.

10 KEY INSIGNHTS

- 1. Attracting, developing, and motivating staff is key to successful changes. Even ideal strategies do not solve the main task quality and timeliness of reforms. People make reforms.
- 2. There is no universal recipe for success. It is always necessary to look for new solutions and the right sequence of their implementation. In one case, you need to use a modern IT tool, in another to introduce legislative changes, while in yet another case to foster a new culture of interaction between employees.
- **3.** Large-scale changes in the country cannot be made in government offices. We need to reach out to people. Success can only be achieved if all the problems that arise during the actual implementation of the reforms are understood. Making a decision in a narrow circle and dumping it from above for implementation paves way to resistance and failure.
- 4. Successful reforms are often a grueling search for difficult compromises. If you want to make changes in practice, not on paper, identify all stakeholders, start a dialogue and work on the project together. The ability to find a common denominator for many stakeholders is a critical requirement for change providers.
- 5. Delaying reforms increases losses and corruption risks. When something doesn't work, don't waste time on superficial solutions. Find the source of the problems and commit resources to resolving them. Absolute transparency of processes, adherence to agreements and procedures, cooperation with independent experts will allow restarting the non-functioning mechanism and restoring confidence in it.
- 6. Plan is nothing, planning is everything. Principles of reformist thinking plan, monitor implementation, draw conclusions, change the plan and move quickly. Monitoring is about manageability, transparency, sound decisions and successful achievement of goals.
- 7. Talk about the complicated things. Combine technocratic explanations with emotional stories. People need to understand what you are doing, why and what it means to them. This is the only way to get involved in change, not just talk about it.
- 8. Reforms are not a quick solution to all problems. It is a marathon of complex interaction with other reforms, the need for effective communication, political debate and consensus-building. The effect of fundamental reforms is not felt immediately, it takes years. But these changes lay the foundation for sustainable development of the state.
- **9.** A team of stars is not a stellar team. Reforms are not a fast sprint, but a grueling marathon that involves constant change, focusing on strategic goals and teamwork. And here values, motivation and teamwork are sometimes much more important than the achievements mentioned in the CV.
- **10.** Many reforms are being implemented with the support of international partners. The most effective cooperation is built through a combination of expert, financial and political support. It is this model of coordinating domestic efforts and international assistance that makes reforms less vulnerable and change sustainable.



A **N ERNATION** PORTAN WAS Ш Н **PPORT**

HOW THE RDO WAS LAUNCHED, AND WHY INTERNATIONAL SUPPORT IS IMPORTANT

Do you remember 2014? The Revolution of Dignity. Lustration. Society seeks reforms in the country. A wave of volunteers and technocrats from business and NGOs joined the implementation of change. Then, in order to determine the priority reforms and coordinate the efforts of all branches of government, by Presidential Decree was established a political platform - **the National Reform Council (NRC).** However, the number and scope of problems turned out to be much greater than anyone had expected in 2014.

In 2015, the Project Office under the NRC was established. It laid the foundations for a new model of cooperation between the Ukrainian authorities and international partners in implementing reforms. The project office assisted in strategizing and approving key reform concepts.

In 2016-2017, the implementation phase started. As a result was established the Ukrainian Reforms Architecture Project (URA) - a joint initiative of the Government of Ukraine, the EU and the EBRD. It has become possible to involve the best international and Ukrainian specialists in the development and implementation of reforms and scaling of the model of project offices in the executive branch at the



How does the Ukrainian Reforms Architecture^{*} work and what does the Reforms Delivery Office do?



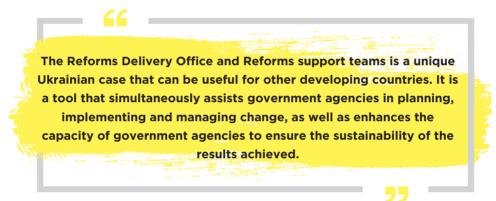


Reforms support teams focus on the implementation of sectoral reforms and public administration reform in ministries.

Repair the plane in flight, or why do you need Ukrainian Reforms Architecture

The development of the state requires a modern and efficient public administration system. It is the basis for the successful implementation of all reforms. But at the same time, changing the outdated state apparatus, responding to today's large-scale challenges and making critical changes is a difficult task.

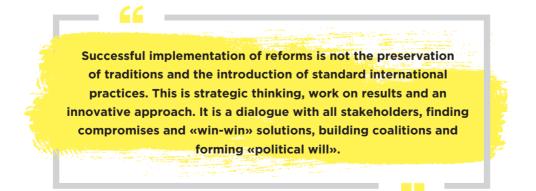
The Ukrainian Reforms Architecture allowed for the simultaneous launch of a comprehensive public administration reform to establish new structures, modern procedures and a professional civil service, as well as to implement sectoral reforms. The program has attracted the best professionals from business and the public sector. All of them had the necessary expertise, transformation experience and project management skills needed to implement change.



What does it mean to work in the RDO?

Our approach to implementing change:

- focus on implementing a long-term strategy instead of performing operational tasks and "fighting fires";
- teamwork with civil servants of ministries to strengthen the capacity of government agencies and ensure the sustainability of change;
- use of new approaches and innovations, and most importantly successful experience and international practices adapted to Ukrainian realities;
- never say «it is impossible», but research, identify risks and solve problems.
 Have the right to mistakes for the sake of development and change.



The RDO is an advisory body that assists the Government of Ukraine in developing and implementing priority reforms for the country.

Mission: promote qualitative and

successful transformations in Ukraine.

Objective: provide comprehensive support to the Prime Minister, support reforms from problem analysis, development of solution and implementation mechanism to monitoring the effectiveness and communication of change.

Special focus: public administration reform.



About the RDO and priority areas of work

Main activities of the RDO:



REFORMS DEVELOPMENT AND COORDINATION

- We adapt change ideas and develop strategies for their implementation.
- Based on good practices, we provide expert support to the Government.
- We assess the needs, provide for a dialogue and coordinate the reforms implementation process.



MONITORING EFFICIENCY

- We keep current with reforms, monitoring the status of change implementation.
- In addition, we analyze the progress in completion of objectives and determine the key factors for further improvement.



COMMUNICATION OF CHANGES

- We explain what is not clear and simply talk about complicated things.
- We support reforms in the media, inform target audiences with the help of current tools and efficient dialogue, promoting change. We believe that communication of reforms is as important as the reform itself.

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What we worked on

Development and coordination of reforms:

- we adapted international experience and provided expert support, participated in the development of sectoral strategies (energy strategy, public administration reform strategy, etc.) and reform implementation plans (medium-term priority action plan of the government for 2017-2020) and annual government action plans for 2017, 2018 and 2019;)
- the largest project group of the Office is the group for public administration reform, which worked on improving the efficiency of the state apparatus, changing the culture of the civil service, the introduction of modern tools for personnel management and digitalization of processes;

we promoted the establishment of independent supervisory boards and the

- introduction of corporate governance practices in the largest state-owned companies;
- we helped launch the Affordable Medicines program, which is already used by millions of Ukrainians.

Monitoring effectiveness:

we carefully analyzed the process of implementing reforms and facilitated their progress through a system of online monitoring of the implementation of government plans and the formation of «management» operational reporting for the Prime Minister.

Communication of changes:

we talked about changes in the country not only inside the state, but also at international level. We coordinated the organization of the Ukraine Reform Conference (URC), which was held in 4 countries - the United Kingdom, Denmark, Canada and Lithuania. The Conference became a successful format for refuting stereotypes and forming a positive image of Ukraine in the world.



It is this model of coordinating domestic efforts and international assistance that makes reforms less vulnerable and change - sustainable.



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CASE STUDIES AND REFORM INSIGHTS

A strategy and a plan are not enough to achieve positive results in reform. To succeed, you need to test hypotheses, quickly navigate the situation, allow yourself to make mistakes and have the energy to generate new ideas. And this requires a special team.

In this section we will:

- ✓ reveal the experience of solving complex problems;
- **☑** share the main insights of the implementation of reforms;
- ✓ tell how with innovations it is possible to skip ahead years of long procedures.
- How digital solutions and new culture are changing large and closed systems

Case study: Engaging change leaders in the civil service without sufficient resources and administrative influence Case study: Culture eats strategy for breakfast

- Why trust is the first prerequisite for change
 Case study: Changing the rules of selection of leaders and members of supervisory boards of state-owned companies
- How modern information systems can solve land related issues
 Case study: «Transparent Land» on the National Geoportal
 Case study: A comprehensive plan for spatial development of the community
- Why compromise worked in medical reform instead of decisions in a narrow circle

Case study: Launch of the «Affordible Medicines» program

Decentralization reform would not be completed without a dialogue
 Case study: How communities merged with cities

The Government, the RDO, and Ukrainian and international partners have developed and implemented numerous important changes to implement public administration reform and build capable state institutions.

However, reforms are not a quick solution of all problems. According to European experts, this is a marathon. It involves complex interaction with other reforms, effective communication, political debate and consensus.



How digital solutions and new culture are changing large and closed systems



Ivan Khilobok

Head of Public Administration Reform Group 2016-2021

Full Description of Public Administration Reform



- A bit of background to understand the case studies we will talk about below.

Public administration reform has become the main focus of the RDO. After all, the implementation of important changes necessary for economic growth and development of the country's competitiveness depends on the capacity of the state apparatus.

Public administration reform became the foundation for the successful implementation of all other reforms, the basis for the establishment of a service-oriented state that works for citizens, and further movement in the European direction.

This reform provided for a simultaneous change of approaches in 3 main elements of the state: structures, processes and people.

At the beginning of the Office's work, the new Law on Civil Service and the Strategy for Public Administration Reform until 2021, developed on the basis of <u>European Principles of</u> <u>Public Administration OECD / SIGMA, was already in place</u>.

This Strategy became one of the first government documents with clear goals and indicators, an action plan and a «reform passport». However, the mere existence of documents, ideal as they may be, does not solve the main task - quality and timely implementation. Reforms are made by people, first of all, civil servants. And it is difficult to attract and then motivate the best specialists to work in civil service.

That is why the Office focused on solutions that helped to interest professionals in coming to the civil service and implementing further reforms:

- the launch of the first modern online portal of vacancies in the civil service - career.gov.ua;
- application of an integrated approach to the transformation of organizational culture.

And we will tell about it in more detail.

Case Study # 1

Engaging change leaders in the civil service without sufficient resources and administrative influence

What was the problem? In order to implement the reforms, we had to recruit the best professionals capable of making changes. However, applying for positions in the civil service in Ukraine is a complex process.

First, it was difficult to find information about vacancies: it was not always published on time and in full, especially in terms of scopes of work and salaries. Second, the applicant had to personally bring paper documents or send them by mail. The competition procedure was not transparent and quite unattractive to candidates.

The Office team could not independently publish information on vacancies in ministries, control the timeliness and completeness of the description of new vacancies posted by government agencies. However, attracting new people was critically important.

What solution did we propose? In 2017 RDO managers have developed a modern and convenient IT tool the first government job portal career.gov.ua. It provided online application, a convenient search for vacancies with complete information, including salaries. We have prepared the concept, structure, visualization of the website and content for the main sections. Internal procedures for publishing vacancies for ministries have been developed and information was provided to candidates in a convenient way. Finally, it became possible to apply online instead of writing numerous applications and printing out a bunch of documents.

Together with the Government Contact Center (GCC), we developed and set up a feedback system, proposed a mechanism for processing requests so that each applicant could receive answers to his/her questions. We helped the government test the system before launch. We also supported the HR services of the ministries and coordinated the resolution of numerous technical issues.

The vacancy portal has become an important and functional tool for attracting professionals and shaping the image of the state as a competitive employer. Behind the modern IT tool was a comprehensive approach, developed according to European best practices.

It contained:

- new high competitive requirements with a focus on the necessary competencies;
- updated and transparent selection procedure for new vacancies;
- competitive and unified salaries for new specialists in ministries;
- broad communication campaign «New Civil Service. Become a Leader of Changes» (More details you can find on page 60);
- a special training program for new civil servants with the participation of the best Ukrainian and European experts.

Result

After launching the pilot IT tool for 10 ministries in 2017, the government received a full and modern web portal **<u>career.gov.ua.</u>** Now it works for the entire civil service in Ukraine.

Thanks to the site, over 500 000+ applications have already been submitted and over 80 000+ vacancies have been closed. Candidates have a simple and convenient tool for finding a job and submitting documents.

Interest in vacancies of ministries has increased over 10-fold since the launch of the portal (on average, from 2 candidates to 24 candidates per one vacancy). The state is gradually becoming an attractive employer for candidates, which allows it to attract the necessary experts and the best professionals.



Case Study # 2

Culture Eats Strategy for Breakfast

What was the problem? Command and control management style is a feature of government agencies dating back to the Soviet period. Outdated approaches do not promote the initiative and responsibility of civil servants. Low job satisfaction increases staff turnover and does not motivate change implementation. The existing bureaucratic system did not encourage active actions of new specialists, who have already been recruited for the civil service. It turned out that the creation of new structures and the introduction of new processes was not enough to achieve the desired results. More comprehensive transformations were required - we needed to change the culture of the entire civil service.

What solution did we propose?

People are the main catalyst of change. Therefore, first of all, we had to form a favorable organizational culture for cooperation and effectiveness. Without it, no reform would succeed. But transformations require a lot of time and effort. We had to start with something.

The first thing we did was a detailed analysis of the problems that existed. We conducted a largescale survey to hear everyone. Second, we prepared an ideal model of organizational culture in government agencies. At this stage, it was important to involve as many employees as possible. Finally, tools have been developed for the transition from point A to point B. The first transformation of the civil service culture began through the use of best HRM practices. Behavioral models, working conditions, traditions in the team, the culture of communication - all this became the basis for the **Concept of organizational culture of the civil service.**

It was developed in 2018, by the managers of the RDO together with the National Agency for Civil Service (NACS), Ukrainian and international experts. The document contains specific problems, HR-tools for their solution and an action plan with clearly stated common values. The implementation of the Concept allowed developing the almost nonexistent HR functions in civil service, and to take specific steps for staff development and evaluation.



Common values of civil service:



HUMAN DIGNITY. HUMAN CENTRICITY.

We know who we work for. We show humanity and tolerance in our work. We are guided by the principles of protection of human rights and freedoms as the highest humanitarian value.

ACCOUNTABILITY. CITIZENS HAVE THE RIGHT TO KNOW.

We serve the people of Ukraine, and we are open in our communication both internal and external. We work transparently and accountably, we encourage every citizen to make decisions of public significance.

RESPONSIBILITY. UKRAINE ABOVE ALL.

We always act decently and in accordance with moral and ethical norms and for the benefit of the country, regardless of our own interests.

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COMPETENCE. PROFES-SIONAL INTEGRITY IS A FEATURE OF CIVIL SERVANTS.

We are competent, responsible and are not afraid to show our own initiative and creativity in solving problems. We use the latest technologies; implement best practices to improve efficiency.

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DEVELOPMENT. BE BETTER TOMORROW, THAN YOU ARE TODAY.

We see the meaning in what we do, we do not stop there, we are interested in getting to know each other and the world around us. We always look for new, more effective solutions. The Concept is based on completely new approaches important for efficient public administration:

- 1. **Conduction of strategic sessions by ministries.** Each team jointly determines the vision, mission, values and priorities.
- 2. **Training of human resource management services -** how to change the culture of civil service and introduce new tools.
- 3. **Annual anonymous survey of civil servants.** The goal is to get quality feedback on problems and suggestions, the level of job satisfaction, the environment in the team, internal communications, communication with management, etc.

The establishment of a new culture of civil service is a long-term process that requires constant dialogue and training. However, this is the only way to make the civil service in Ukraine innovative, service-based and human-centric.

Result

The formation of the organizational culture of the civil service was included in the main directions of the implementation of the Government Public Administration Reform Strategy. Approximately 10 state bodies held strategic sessions and came to understand their place and tasks in the system of public administration.

Together with the NACS and with the support of the Office of the OSCE Project Coordinator in Ukraine, the RDO managers traveled throughout Ukraine to talk to civil servants about changing the culture of the civil service. As a result, they determined what it should be in terms of values, actions and behavior.

The Concept of organizational culture of the civil service, which meets the real needs, common values and modern practices of human resource management, has been developed.

In 2018, the first large-scale survey of civil servants was conducted, who gave feedback, talked about problems and shared suggestions:

20 000

civil servants from

14 ministries in

. oblasts

This project was initiated by the Professional Government Association and the RDO, supported by the NACS and the Secretariat of the Cabinet of Ministers.

INVOLVEMENT OF PARTNERS TO CONDUCT A SURVEY AND STUDY THE CURRENT CULTURE OF THE CIVIL SERVICE:



The NACS implemented annual conduction of anonymous surveys of civil servants as a practice. The regularity of such surveys allows us to analyze not only the current situation, but also to monitor trends and dynamics and, thus, to assess the entire reform progress.



- Even ideal strategies do not solve the main task quality and timely implementation of reforms. Reforms are made by people, especially civil servants. Involvement, development, and motivation of staff is key to successful change.
- Reforms are not a quick solution to all problems. It is a «marathon» involving difficult interaction with other reforms, the need for effective communication, political debate and consensus-building.
- It is always necessary to look for new solutions and the right sequence of their implementation. In one case, you need to use a modern IT tool, in another - to introduce legislative changes, while in yet another case to foster a new culture of interaction between employees.



Why trust is the first prerequisite for change



Anton Yashchenko

Executive Director of the Reform Delivery Office of the Cabinet of Ministers

Full description of the reform Over 3,000 state-owned enterprises are registered in Ukraine, 40% of which no longer operate, but exist only on paper. Every third enterprise is unprofitable. Due to the lack of quality control mechanisms and unsatisfactory level of transparency, the activities of state-owned enterprises are a source of corruption risks and losses to the state.

The main goal is to privatize and keep in state ownership only strategically important enterprises. But they must work transparently and efficiently, in the interests of citizens, not politicians.

To this end, Ukraine introduces corporate governance standards, which include:

- continuing the process of corporatization of stateowned enterprises;
- approval of ownership policy options for stateowned enterprises that are particularly important for the economy, which determine the goals and objectives of each state-owned enterprise;
- delimitation of the function of the state as the owner and the state as the regulator of the enterprise;
- introduction of modern corporate governance tools;
- election of competent managers and members of supervisory boards of state-owned enterprises according to a transparent procedure.

In accordance with world business practice, it is the supervisory boards that should be given the main role in the management of state-owned enterprises.

In early 2016, the Verkhovna Rada supported amendments to the Law of Ukraine «On Management of State Property». The government received a legal basis for the establishment of independent supervisory boards. They were to take over the functions of the ministries regarding strategic management of state-owned enterprises.

However, this requires the best managers, including those with international experience. We will tell you where to look for them and how to attract them in our case study.

Case study

Changing the rules for selection of managers and members of supervisory boards of state-owned companies

What was the problem? The process of recruiting and selecting heads and members of supervisory boards was entrusted to ministries. But the influence of individual officials and lack of coordination hampered theis work. During 2017, none of the state-owned enterprises received a supervisory board. The Nomination Committee under the Cabinet of Ministers of Ukraine hardly worked, and its infrequent meetings were held without results. It was necessary to change the selection rules and restart the activities of the Committee. The obvious challenge was the **lack of trust** between all participants in the process.

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What solution did we propose?

- RDO experts together with specialists from the Secretariat of the Cabinet of Ministers of Ukraine analyzed the selection procedure, visualized all stages and the «path» of the applicant in the selection process.
- 2. Weaknesses of the system were identified and proposals for their elimination were developed.
- 3. A new version of the regulations on the transfer of support functions from the Nomination Committee to the Secretariat of the Cabinet of Ministers of Ukraine was proposed. We proposed changes in the stages of selection, optimization and transparency of processes, reducing the number of selection boards and their members, the involvement of independent professional recruiters in the process.
- 4. A number of talks were held with representatives of international organizations, which were eventually included in the Nomination Committee. Although only the representatives of the ministries had the right to vote, the opinion of the international partners was taken into account during the Committee's discussion of the applicants.

A new expert group of civil servants in the Secretariat of the Cabinet of Ministers of Ukraine has been established to ensure the sustainability of the changes made to the framework of public administration reform. It supported the Nomination Committee and became a «single window» in the selection process for all candidates and ministry representatives. In the future, this group was to become a methodological center in the field of corporate governance, both in terms of forming supervisory boards and evaluating their activities.

Result

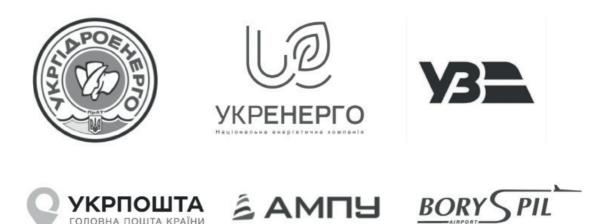
In March 2018, the government approved the necessary



Thanks to these changes, it was possible to **restore confidence** in the process of recruiting and appointing managers and members of supervisory boards of stateowned enterprises and to establish the selection process with the involvement of professional recruiters. This also allowed ensuring coordination and clear responsibility of the participants, forming a professional team in the Secretariat of the CMU, as well as strengthening the Appointment Committee with independent representatives from international organizations.

Professional recruiting and transparent selection allowed to form the supervisory boards of 6 state enterprises and hire 40 professional managers during 2018-2019. Among them were not only the best Ukrainian specialists, but also 18 international experts with the necessary experience.

THE NEW APPOINTMENT COMMITTEE UPDATED THE INDEPENDENT SUPERVISORY BOARDS FOR:



The establishment of supervisory boards is only part of the reform. There are many challenges ahead:

- 1. Establishing effective interaction of supervisory boards with ministries and the state as governing bodies and the shareholder.
- 2. Implementation of modern corporate governance tools strategic planning, risk management, management planning based on key performance indicators (KPIs) and approval of corporate policies in the field of anti-corruption, ethics, social responsibility and sustainable development.
- 3. Transfer of key responsibilities in the management of state-owned enterprises from ministries to supervisory boards in terms of selection, appointment of managers and approval of strategic and financial plans of companies.
- 4. Approval by the ministries of ownership policy for each enterprise, transition to medium-term dividend policy.





Delaying reforms increases losses and corruption risks.

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Effective management is impossible without professional managers. Involving international experts in supervisory boards is sometimes the only opportunity to gain the necessary experience for large-scale transformations of state-owned enterprises. And this is not an extra expense, but an investment in the future. The Government, the RDO, Ukrainian and international experts have developed and implemented numerous changes to implement land reform, transparent and accountable governance in land relations.

However, the issues of acquisition and exercise of land rights are regulated, first of all, at the legislative level. Therefore, the Government's efforts required the support of parliament. In addition, it is necessary to ensure complex interaction with other sectoral reforms, as well as to carry out electronic transformation of cadastral systems, to introduce electronic administrative services, to actively counteract corruption, and to dispel myths and phobias about the land issue, to explain to society the goals, objectives and tools of reform.

How modern information systems can solve land related issues



Andriy Martyn

Senior project manager for land reform

Full description of the reform



Liberalization of land relations is essential for the development of agribusiness and economic growth. However, land reform has become one of the most long-lasting and politicized economic reforms.

In Ukraine, the largest denationalization and privatization of agricultural land on the area of 27 million hectares took place. However, due to the moratorium on land alienation, the agricultural sector is dominated by land lease relations.

Temporary land use deprives agriculture of long-term investments necessary for the development of high value-added industries (livestock, horticulture, viticulture, vegetable growing and processing).This does not allow for consolidation and land reclamation. Tenants are not motivated to take care of soil fertility, so they exhaust the land.

Every new investment project in industry, construction or mining begins with the acquisition of land or change of its designation. And land reform gives a powerful boost to economic growth. After all, the priority of economic policy should be to ensure unhindered access to land resources for entrepreneurs and citizens with minimum bureaucratic barriers and the absence of corruption.

The RDO provided support in addressing the **main objectives** of land reform:

- introduction of a regulated market for agricultural land;
- implementation of institutional reform of public administration in land relations;
- ensuring transparency of land relations.

Case study # 1

«Transparent Land» on the National Geoportal

What was the problem? Historically, Ukraine has over 20 cadasters, registers, funds and information systems that store various types of geographical information and require budget money for maintenance. These sets of spatial data and services of different executive bodies and local governments are often duplicated. In addition, they are often closed to the public. To start construction, find premises for business, buy or rent a land plot, understand its designation, you need to seek information from numerous government agencies. They issue certificates and extracts from cadasters and registers.

All this complicates decision-making by government agencies, and the lack of quick access to information for citizens and businesses leads to inefficient use of billions of hryvnias of budget funds.

In contrary, in all EU countries, modern systems of information exchange geoportals - operate in open access. A directive of the European Parliament lays down the legal basis for the creation of a single Infrastructure for Spatial Information in the European Community (INSPIRE). Launching a similar system in Ukraine would allow public authorities and local governments to make effective managerial decisions and society to receive all kinds of geographical information. We could integrate into the European spatial data infrastructure. **What solution did we propose?** Experts of the RDO managers in 2019 developed proposals for the draft Law of Ukraine «On the National Infrastructure of Geospatial Data». After finalization together with specialists from the Ministry of Economic Development, the State Geocadastre and industry experts, the draft was submitted by the Government to the Verkhovna Rada of Ukraine in November 2019, and in April 2020 - adopted by Parliament.

The discussion about free use of the geoportal lasted a long time. The winning principle was that access to public information should be free. The state should not make money off what the taxpayers have already paid for. What does this truly revolutionary piece of legislation change? First, it provides open access to spatial data and metadata held by public authorities and local governments. Second, it does not allow duplication of spatial data and operations with it. Finally, it introduces a single official cartographic framework for various information systems. This will begin the information interaction of all public authorities and local governments on spatial data.

Result

In 2021, the **<u>National Geoportal</u>**, will be launched, which contains geospatial data available to authorities and local governments.

On the geoportal in the «single window» users will be able to get information about:

- boundaries of land, buildings and structures;
- industrial, agricultural and cultural facilities;
- engineering communications;
- data on the state of the street and road network, constituencies, objects of public hearings;
- taxation zoning.

Authorities will be able to work more efficiently, since working with spatial and analytical information will become more convenient and less time-consuming. Citizens and entrepreneurs will no longer search for the geodata they need in separate cadastral systems. This will improve the country's investment attractiveness, business climate and competitiveness. As a result, it will stimulate development in the socio-economic, environmental and scientific spheres.

Case study # 2

A comprehensive plan for spatial development of the community

What problem existed? Decentralization reform and changes in land relations have given impetus to attract investment in communities. However, the outdated Soviet spatial planning system remained a significant obstacle to effective land management. It provided for the parallel development of urban planning and land management documentation during the establishment or change of designation of land. For example, an entrepreneur who wanted to build a store had to go through 7 rounds of bureaucratic hell - planning, coordination, wasted time, bribes and nerves.



What solution did we propose? At the end of 2019, the RDO team prepared the bill «On Amendments to the Land Code of Ukraine and other Legislative Acts on Land Use Planning». It provided for:

- elimination of the need for parallel development of several, related in content, types of urban planning documentation and land management documentation;
- standardization of issues with its approval;
- establishment of norms for formation of an electronic cartographic basis for the plan of the territory;
- ensuring a real connection between socio-economic development programs and spatial planning documentation;
- creating a transparent mechanism for taking into account public and private interests through open public discussions.

Result

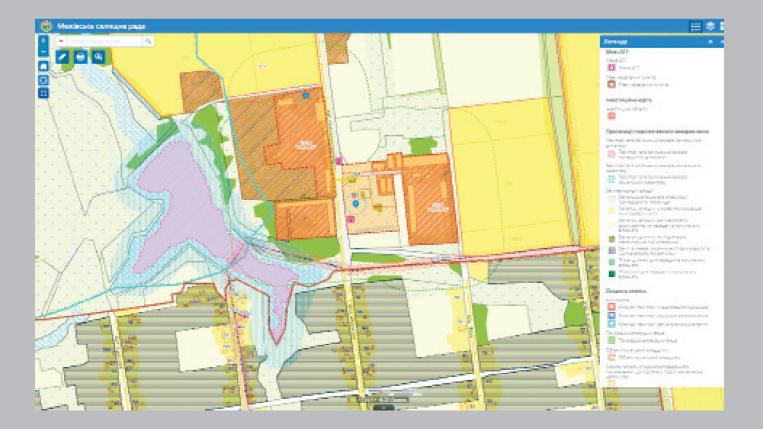
The draft law was adopted in June 2020 by a record number of votes cast in favor - 320. From the second half of 2021, the newly-formed communities will receive a powerful tool for managing their own territory - a comprehensive plan for spatial development of the community:

- planning;
- functional purpose;
- basic principles and directions of formation of a unified system of public services, road network, engineering and transport infrastructure, engineering training and landscaping, civilian defense of the territory and population from dangerous natural and man-made processes;
- protection of land and other components of the environment, formation of ecological network,
- protection and preservation of cultural heritage and traditional nature of the environment of settlements,
- as well as the sequence of implementation of decisions, including the stages of development of the territory.

Citizens and entrepreneurs receive a simple and quick procedure for changing the designation of land and full openness in setting restrictions on land use. There will be an electronic transformation of procedures related to the development of planning documentation and reflection of the results of spatial planning on geoportals. All this will contribute to efficient rapid business planning without corruption.

Pilot projects of community spatial planning







- Reforms often involve passing laws. This is the foundation for complex and comprehensive transformations.
- Successful reforms are often a grueling search for difficult compromise.
 The ability to find a common denominator for many stakeholders is a critical requirement for change providers.

HDISN

The effect of fundamental reforms is not felt immediately, it will take years. But such changes lay the foundation for sustainable development of the state.





Why compromise worked in medical reform instead of the passage of decisions in a narrow circle



Dmytro Romanovych

Project manager of the RDO 2017-2018

- Mortality from cardiovascular diseases constitutes 65% of the total mortality in Ukraine. 1 million people suffer from type 2 diabetes. This is 6 times more than for type 1 diabetes (insulin-dependent). Over 210,000 asthma patients are registered, mostly children and young people.

These are the diseases that have the greatest impact on mortality rates or significantly reduce the quality of life of patients. And access to treatment in these cases is critical.

The government's "Affordable Medicines" program is a unique initiative in Ukraine that allows patients with cardiovascular diseases, type 2 diabetes or bronchial asthma to receive drugs for free or for a small fee.

Full description of the reform The implementation of the program required completely new approaches and the involvement of all players at the pharmaceutical market. We will tell how it happened in the following case study.

Case study

Launch of the "Affordable Medicines" program

What was the problem? Devaluation of the national currency, inflated prices for medicines compared to neighboring countries, as well as the lack of medical insurance and mechanism of reimbursement of the cost of drugs have made it impossible to buy vital drugs. The affordability of drugs has become a serious problem for patients with cardiovascular diseases, type 2 diabetes or asthma.

Effective provision of Ukrainians with affordable and high-quality drugs has become a priority for the government. After unsuccessful attempts to launch the program in 2016 using existing procedures, Office specialists joined the project.



What solution did we propose? Our experts in partnership with the Ministry of Health studied the situation in detail, analyzed the available material base and developed a mechanism for implementing the program. In practice, the main contribution to change was made by 4 tools:

- 1. Project Management and Governance. It took 2 months to launch the program.
- 2. Organizing and facilitating dialogue with all stakeholders. Developing an effective reimbursement model - a mechanism
- 3. for reimbursement of the cost of medicines that would suit all stakeholders.
- 4. Prompt introduction of necessary changes in the legislation.

The real challenge was to **restore confidence in the program and the government.** Previous attempts to implement the changes were unsuccessful due to lack of dialogue and rejection of arguments by market participants (pharmacy chains, manufacturers, importers and distributors). This threatened participation in the program and the general availability of drugs in pharmacy chains. First of all - due to excessively strict and total regulation of prices for medicines offered under the project. However, we managed to launch the program and prevent shortages of drugs on the market, through a transparent and agreed with all parties algorithm for calculating reference prices, threshold surcharges, the amount of reimbursement and non-regulation of other drugs that were not included in the program. An important point in building trust was to move the budget allocation to regional administrations.

A separate task was to **find a compromise** between all participants in the process: Ukrainian and foreign manufacturers (including original drugs and generics), pharmacies, distributors and various projects. The Office team held regular meetings with all stakeholders. It was important for us to explain the goals of the program, understand the interests and concerns of all parties, assess the risks and jointly develop a practical model of reimbursement. After all, the success of the program depended on the concerted actions of all parties - manufacturers, distributors, pharmacies, government.

The next stage was the **acceleration of legislative processes.** It included the development of the necessary documents and their support for voting by the Cabinet of Ministers as soon as possible. The normative documents were a direct result of the coordination of the program model with stakeholders and modeling of calculations. This significantly limited the time required for the formal approval procedure with public authorities. It was necessary to obtain confirmation of the final text in accordance with the agreements reached from all market participants. The RDO team organized this process: from program modeling and preliminary calculations to their approval and publication in the Uriadovyi Courier.

And finally - communication support program. All program participants had to know and understand how the program works. The communication team of the Cabinet of Ministers together with the Ministry of Health and with the support of the RDO team developed an awareness campaign aimed at different categories of participants: patients, pharmacists in pharmacies and doctors who initially prescribe drugs. Following the full transfer of the «Affordable Medicine» program to the Ministry, the Office also provided the necessary communication support.

Result The first result was a 30% reduction in the price of drugs and the inclusion of one third of Ukrainian pharmacies in the initiative. Today, patients can **Patients can receive** The Affordable Medicine receive medication in more than Program is used by 8500 264 2,4 МЛН drugs pharmacies across the country 686,6 million have been paid to the National Health Insurance

of them free

of charge

Source: Government portal

In 2019, the World Health Organization (WHO) published a report on the work of the «Affordable Medicine» government program. According to the WHO, the program has improved Ukrainians' access to treatment, as well as reduced drug prices. Thanks to the «Affordable Medicine» program, Ukrainians were able to receive treatment without interrupting the course due to lack of funds. For many patients, the program is the only way to get the treatment they need.

Fund since the beginning





- If you want to make changes in practice, not on paper identify all stakeholders, start a dialogue and work on the project together.
- Follow the agreements, warn in advance and explain the logic and motivation of your actions.
- Making a decision in a narrow circle and lowering it from above paves way to resistance and failure.

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- Don't try to solve different problems at the same time with one project - it reduces the chances of success.
- Successful reforms are always backed by political will, effective project management, communication, an effective model and prompt legislative change.



A large team worked on decentralization reform. And the most important stage has already been completed - capable amalgamated territorial communities created, and configurations of new consolidated districts formed. On October 25, 2020, at the local elections in ATCs and in the districts, Ukrainians elected those who will work at the local level to implement the changes planned by the reform - organize the provision of quality services for the residents of their communities and districts.

Decentralization reform would not be completed without a dialogue



Simonenko Olena

Senior Project Manager (decentralization reform 2017–2019, social support system reform)

Full description of the decentralization reform - The reform of decentralization of power and local selfgovernment has become a challenge for the whole country. After all, decentralization:

- changes the outdated system of Soviet governance, transferring power and financial resources to communities;
- affects all spheres of life of citizens education, health care, social protection, provision of administrative services, territorial development planning, land use, ecology, environmental protection, culture and sports.

Building an effective system of governance at the national, regional and local levels is done by forming a new territorial basis - capable amalgamated territorial communities (ATCs) and consolidated districts.

During 2017–2019, the process of consolidation, the definition of powers to be transferred and their legal regulation progressed very slowly. Communities did not always understand the benefits of reform, while representatives of the raion authorities were in no hurry to participate in its implementation due to the loss of some powers and resources. This has become a separate challenge for the central government. The issue required significant interaction between a number of ministries, agencies and local governments at different levels.

It was necessary to create a legislative framework for reform and organize its implementation at the central, regional and local levels. The situation required clear coordination between the authorities at various levels and international technical assistance projects that supported the implementation of this reform.

Case study

How communities merged with cities

What was the problem? Rural communities located near big cities categorically did not want to merge with them. They saw this as a risk of losing control of their territories and did not understand the benefits of such mergers. It was necessary to analyze the possible economic and socio-political benefits of community development after consolidation. And then gather all stakeholders - managers, representatives of state and regional authorities, local governments and the community.

There were three tasks:

- 1. Identify and discuss the advantages, opportunities, risks, disadvantages and concerns for all participants of the reform.
- 2. Develop sound solutions that would create maximum benefits for community consolidation and further cooperation.
- 3. Transmit the request received from all stakeholders to the relevant central executive bodies (CEBs) for legislative regulation.

What solution did we propose? The RDO team initiated the conduction of dialogue activities with the support of the OSCE Project Co-ordinator in Ukraine. The meetings were attended by:



Each year, a special action concept was formed:

- needs analysis we identified problem areas and conflicts in the reform that required dialogue among the participants.
- organization of events and active involvement of all participants throughout Ukraine.

2017

2018 2019

- dialogue activities aimed at harmonizing the problematic issues of ATC creation and the reluctance of the district authorities to support the reform.
- a series of round tables "Discussion of voluntary amalgamation of communities with cities of oblast significance" to strengthen the connection between cities of oblast significance and surrounding communities in the process of community consolidation during decentralization.

Objectives of the dialogue:

- find joint decisions that allow to obtain socio-economic benefits from the cooperation between communities at the planning stage of the voluntary merger process;
- understanding the peculiarities of the vision of changes that will occur in the process of decentralization by different stakeholders;
- finding compromise for overall success.



How does dialogue work?

Dialogue is a specially prepared facilitated group process.

The purpose of dialogue is to reach an understanding between the participants and to decide on joint actions or to resolve the conflict through equal opportunities for all participants to express their own opinions.

«Dialogue - is not when one point of view is to win, but when all the visions complement the full picture» (Practical Guide by the OSCE Project Co-ordinator «How, When, Where Does Dialogue Work?»)

Example #1

Amalgamation of rural and village communities with the city of Mariupol



Mariupol is a city of oblast significance, which has a developed infrastructure and at the same time - limited territories for development. Until the beginning of 2014, the general city plan envisaged development at the expense of neighboring rural areas. But some of these areas border on the line of contact, so development is impossible. At the same time, the surrounding areas west of Mariupol were in no hurry to merge with the city, because they considered independent development much more attractive. However, Mariupol is an important industrial center in the east of the country, which should ensure economic development and provide quality services to the surrounding areas.

Thanks to a dialogue meeting with a professional facilitator for 2 days, a decision was made to implement a joint project between the Pokrovsky community and the city - the construction of the airport. After the dialogue, the future Mariupol ATC and Sartan ATC (located on the line of contact) decided to sign a cooperation agreement. Mariupol promised to support Sartan ATC in various areas of development - from solving the problem of solid waste and medical care to landscaping and infrastructure improvement projects. These were the first positive changes and a good start for further interaction.



Example # 2

Kaniv and nearby rural and village communities

There are several communities near Kaniv. The history of attempts and initiatives of consolidation by rural communities began even before the adoption of the Law of Ukraine "On Voluntary Amalgamation of Territorial Communities Into Cities of Oblast Significance" (Bill № 6466 of May 4, 2018). However, Kaniv did not see sense in this, as the city authorities were not interested in going to early elections. This refusal negatively affected further relations between communities and the city.

Neighboring Lytvynets and Bobrytsia communities agreed to merge with other village councils, but not with Kaniv. The Yablunivska community, which could potentially merge with Kaniv, found itself in a difficult situation. The session of the village council made contradicting decisions: first to merge with Kaniv, and some time later - to join another community. One of the reasons for such chaotic decisions was the influence of a large business investor. According to the long-term plan, only Pekariv Village Council remained a potential candidate for the merger.

The situation required a broad dialogue and the search for common interests for the mutually beneficial development of the city and rural communities. During the difficult discussion, the parties considered their own prospects, points of contact, possible projects of cooperation between self-government entities, the general plan for the development of Kaniv and the impact on neighboring communities and vice versa. The results are not always quick, but a month after the dialogue session, the process of merging the Yablunivka village council with the city of Kaniv took place.

Example # 3

Amalgamation of 6 communities with cities of oblast significance in Kharkiv region



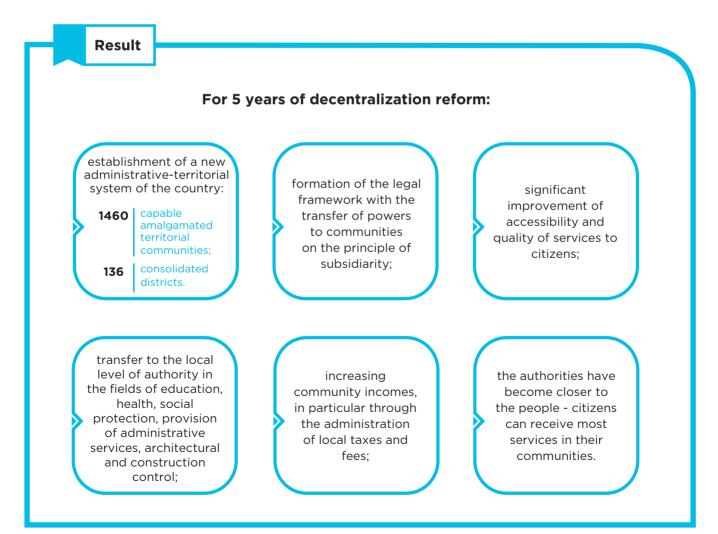
Representatives of 6 urban communities and adjacent village and settlement councils took part in the dialogue event. Before the beginning of the dialogue, only the city of Lozova created a large capable MTC and went through the process of consolidation with 10 councils. It was obviously important to share this experience with the present cities of Kharkiv oblast.

Representatives of the city council presented the current project «Common Medical Space». At that time, it worked for over a year and had already established itself well among urban and rural populations. Optimization of management of medical institutions and creation of a territorial medical association allowed improving

the quality of services, creating a more efficient management system and saving approximately 5 million hryvnias of budget funds.

The implementation of the project preceded the consolidation procedure. This became a strong argument for building trust, seeing future prospects for similar projects in education, culture, infrastructure, housing and utility services, and changing the decision to merge communities with cities.

Following the successful experience of Lozova, 5 other cities of oblast significance and adjacent communities opted to refocus to a project-based approach in cooperation between cities and surrounding communities.





- Large-scale changes in the country cannot be made in government offices. We need to go to the people. Success can be achieved only by understanding all the problems of the practical implementation of the reform for various stakeholders.
- All those who will be responsible for the implementation of the reform, and those who will be affected by the changes caused thereby, should be involved in decision-making regarding the implementation of the reform. And these decisions must be clear to all citizens.

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Professional facilitation and open dialogue between managers at different levels of government allows you to build strong teams of likeminded people. They seek to achieve a common goal where previously there was only a rigid vertical of power with no interaction and focus on results.







LIFE HACKS FOR SUCCESSFUL CHANGE IMPLEMENTATION

- A plan is nothing. Planning is everything!
- An online monitoring system is result-oriented work, not a process



Oleg Mishchenko

Senior Program Manager

Head of Monitoring and Reporting Group 2017-2020



- "A plan is nothing. Planning is everything! - this statement has become our motto for 4 years of change implementation. Any ideas that become part of the strategy and are recorded in the implementation plan should be integrated into the system of monitoring the implementation of tasks. Especially when it comes to the complex system of public administration.

To ensure that the plan does not remain on paper, it is important to ensure regular monitoring of its implementation. And if during the monitoring you spot difficulties or failures (and there always are some) - draw conclusions, quickly adjust the initial plan and move forward with confidence.

A plan is nothing. Planning is everything!

In 2016, the work of government agencies, primarily ministries, was limited to responding to numerous challenges and «firefighting.» The efficient development of the country was hampered by inconsistencies in political priorities, a lack of systematic planning and coordination of efforts to carry out reforms. There was a lack of a clear shared vision of change and concerted implementation.

A Medium-Term Government Priority Action Plan was to become one of the tools for coordination, which would work for all government agencies. And such a plan was developed. This is the first detailed program document in the history of Ukraine's independence, outlining clear and achievable goals for 4 years instead of the traditional planning for the budget year.

The medium-term plan contained:

- ✓ problem analysis;
- ☑ definition of the goal, the main objectives and tasks;
- ♂ description of approaches to solving problems;
- quantitative targets for the coming year and the medium term;
- compliance with other strategic documents and international obligations of Ukraine.

PLAN FOR THE PERIOD TILL 2020

85 PRIORITY ACTION ITEMS

5 РОЗДІЛІВ Economic Rule of Law and Security and Good Human Growth Governance Fight Against Defense Resource Development Corruption MEDIUM-TERM GOVERNMENT PRIORITY ACTION PLAN DETERMINED THE **PROSPECTS FOR THE DEVELOPMENT OF THE COUNTRY OVER 4 YEARS GOALS OF THE MEDIUM-TERM ACTION PLAN** Determine and approve the key goals Foundation for medium-term Coordination of and priorities for the Government resources and donor budget planning and preparation of over the period of 2017-2020 ministerial action plans support ✓ strategic vision 🗹 annual budgets ✓ priorities efficient use of limited ☑ long-term planning ☑ assistance resources ✓ consistent policy budget declaration 2018-2020 ☑ commitments Decision of the Cabinet of Ministers of **MEDIUM-TERM GOVERNMENT ACTION** Ukraine #275-p of 03.04.17 **PLAN FOR THE PERIOD TILL 2020 5 STRATEGIC GOALS** Economic Good **Human Resource** Growth Governance Development Support of macroeconomic Human development Public stability, agricultural through better administration reform, privatization, education, health deregulation, energy reform, reform reform, taxation and care, social support of public finance customs reform, increase and culture management, of export and attraction of decentralization investment Rule of Law and Security and **Fight Against** Defense Corruption Defense of the Efficient anticorruption sovereignty and policies and territorial integrity, institutions, protection

of ownership rights,

equal access to justice

provision of a secure

environment for

citizens

However, implementation of such an ambitious plan requires **systemic planning**, starting with the first step – development of a plan. Thanks to a special methodology, all actions to prepare a medium-term plan were structured, from analyzing the current situation and identifying problems to carefully planning activities to achieve each year's goals.

In order to achieve and measure the achievement of goals, quantitative indicators were included in the sections of the plan.

Medium-term planning was to ensure efficient financing of strategic activities and a clear relationship between funding and policy implementation.

To develop a quality document, the RDO actively moderated the process of preparing the Medium-Term Government Priority Action Plan for several months in late 2016 - early 2017, analyzed the current situation, prepared draft sections.

Another life hack of successful planning is the **involvement of all stakeholders.** The draft document went through several rounds of discussion, including broad inclusive and thematic meetings and roundtables to set priorities. This took place within the authorities, with the involvement of the expert community and Ukraine's international partners.

In order to achieve the medium-term goals and complete objectives, the Cabinet of Ministers of Ukraine had to approve operational action plans every year, while ministries and other CEBs had to develop detailed action plans for each year, indicating specific responsibilities and co-responsibilities, deadlines and performance indicators.

An online monitoring system is work for results, not a process

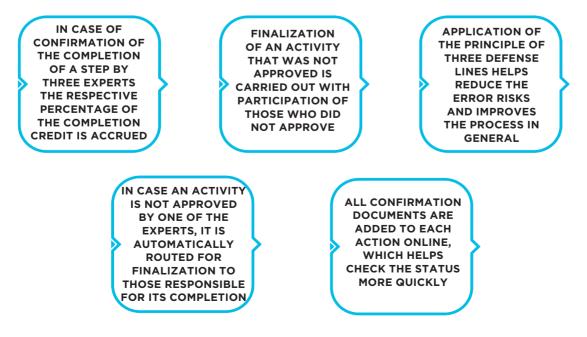
A multilevel **monitoring system** has been set up to keep key stakeholders regularly informed of the implementation of the annual action plans and the Medium-Term Plan. It consisted of annual government reports, quarterly reports from the Prime Minister, an online monitoring system, and a package of internal reports prepared by experts from the RDO for the Prime Minister and the Minister of the Cabinet of Ministers.

MULTILEVEL MONITORING AND REPORTING SYSTEM LINKED TO THE RESPECTIVE GOVERNMENT PLANS

| OFFICIAL | 1 | Monitoring product | Monitoring frequency | Subject of monitoring | Publicity | Client |
|-------------|---|--|--|---|---|---|
| | MEDIUM-TERM GOVERNMENT PRIORITY ACTION PLAN UP TO 2020 | Report on Medium-Term Government Priority Action Plan up to 2020 | Annually till February 14 according to the requirements of the law | Secretariat of the Cabinet of Ministers of Ukraine | Prime Minister presents at the meeting of the Cabinet of Ministers of Ukraine and in Parliament | Citizens, the Parliament |
| | ANNUAL GOVERN- MENT PRIORITY ACTION PLAN | Quarterly report on Annual Gov- ernment Priority Action Plan | Quarterly | Secretariat of the Cabinet of Ministers of Ukraine + RDO | Prime Minister presents at the meeting of the Cabinet of Ministers of Ukraine | Citizens, civil servants, minis- ters |
| OPERATIONAL | 20 REFORM AREAS | Reform progress report | Twice per month | RDO | Internal (non-public) reports | Ministers |
| | ANNUAL REFORM PRIORITIES (UP TO 10) | Annual reform priorities (up to 10) | Monthly | RDO | Internal (non-public) reports | Prime Minister, responsible ministers |

Information on the implementation of these tasks and measures was entered into the electronic system by the responsible ministries and other central executive bodies on a regular basis. On a daily basis, the Secretariat of the Cabinet of Ministers of Ukraine and the RDO monitored the plan online by analyzing the completed tasks and checking the supporting documents.

KEY PRINCIPLES OF THE ONLINE MONITORING SYSTEM



Result

- Medium-Term Government Priority Action Plan up to 2020 identified the main goals and activities for 2017-2020. It set priorities for budget planning, annual operational action plans of the government, strategic plans of ministries, as well as directions for focusing donor assistance.
- Medium-Term Government Priority Action Plan has become a tool for coordinating public authorities and international development partners. The plan had a clear list of objectives in the annual detailed action plans of the authorities aimed at consolidating development efforts.
- The transition to a paperless online system for monitoring the government's annual action plans has reduced the period of consolidation of reporting in all ministries from 20 days to 20 minutes, ensuring the efficiency and soundness of management decisions.



- Successful and large-scale changes at the state level require a shared vision and coordination of efforts.
- Public authorities need to break the practice of «firefighting» and work around clear priorities.
- The principle of reformist thinking is to plan, monitor implementation, draw conclusions, change the plan and move quickly.
- There is an action plan there should be control over its implementation according to generally accepted standards, such as a system of «three lines of defense».
- Monitoring of the implementation of changes it's about control, transparency, informed decisions and successful achievement.

X **WORDSTHINGS** 5 **ANGE** ABOUT **ICATION** Ш SPEAK N N N **SDNIHT**



COMMUNICATION OF CHANGES: HOW TO SPEAK ABOUT COMPLEX THINGS IN SIMPLE WORDS

- Without what communication is impossible
- Communication of changes: case studies and results
- **5** main insights in communication of reforms



Zhanna Panchenko

Senior Communication Manager of the CMU Reform Office - Why is it important to communicate reforms? The success of each reform is influenced by many stakeholders. The most important thing - support for the reform by concrete actions, its practical implementation, depends on what they know about the reform and how they treat it.

Communication is a tool to achieve reforms goals. And it must be prepared in advance, back at the design of change stage. Analyze the needs of stakeholders, study target audiences, look for insights and prepare simple explanations - what we do, why, and what it means for citizens.

Communicating reforms is not a waterfall of news from the «happened, met and discussed» kind. These are real actions in the reform itself, finding the best approaches to their communication, feedback collection and constant calibration.

The most difficult thing in modern communications is to capture attention and earn trust, and then not lose them in 5 minutes. The double challenge is to talk about changes not only within the country, but also at the international arena. Read on to learn how we did it.

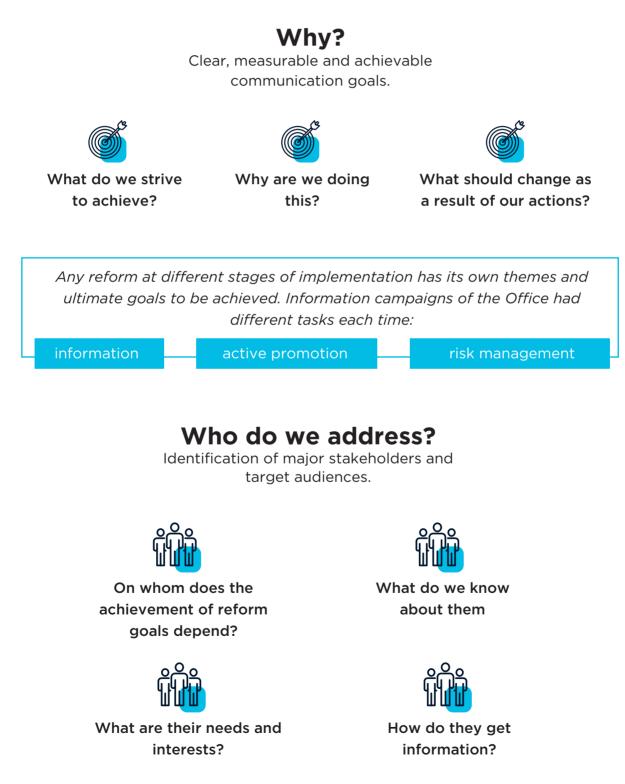
If you don't speak about changes, others will. If you do not voice the problems you solve, your opponents will voice them.

And while «betrayal» spreads very quickly, without any evidence, every victory must be supported by a dozen of arguments.

WITHOUT WHAT COMMUNICATION IS IMPOSSIBLE

It is only difficult to communicate those changes that do not occur. First and foremost, every communication should be based on the **strategic goals of the reform itself and real practical actions to implement it**. Ideally, communication of reforms should become part of a joint government communication plan based on the government's action plan and annual plan.

The second important element of successful communication is planning. We used the following questions as our communications guide:



What do we want to say?

Preparation of main messages.



What is this reform about?

What problem are we solving?



What are we going to do?





How and whom will it affect

What have we already implemented?



What can our stakeholders do?

It is important to talk about complex things in a simple manner.

What communication channels do we use



How to convey information to the audience more effectively, through which channels (media, social networks, etc.).



In media planning we use the international model PESO (Paid, Earned, Shared and Owned Media).

How do we know that we have achieved our goals?

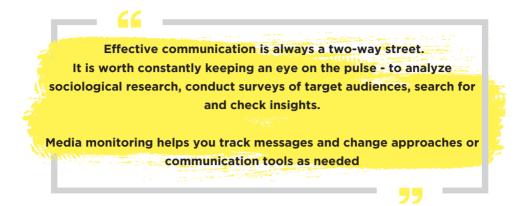
To assess the effectiveness of communication, we determine the main indicators:





number of publications and coverage quality of change and communication results: do they know about the reform, how much has the awareness increased, what is the attitude to the reform and whether they support the reform with

We focus on the international integrated evaluation system AMEC.



The third key to successful communication is **«one voice» communication.** Reforms are always the work of teams. Successful transformations depend not only on the joint actions of many state bodies, parliament and the president, but also on joint communications. They must be clear, understandable, coordinated and consistent. We are talking about common goals, defined priorities and coordinated communication.



Case study # 1

Campaign «New Civil Service. Become a Leader of Change»

What was the problem? ? In 2017, as part of public administration reform, the transformation of 10 pilot ministries and the creation of new subdivisions - directorates began. There was an urgent need to attract the best experts from business, civil society and public sector to new civil service positions in directorates.

Why was it difficult? First, the level of public trust to state apparatus and officials remained critically low from year to year. The civil service has traditionally been considered a «closed club», where you can be admitted only with prior experience in civil service. Secondly, the HR departments of the ministries never formed the brand of the employer, did not engage in recruitment. Vacancies were posted exclusively on official websites in the most remote sections. And the submission of paper documents took place in person at the reception desk or by mail. Finally, potential candidates did not believe that important projects could be implemented in the civil service and the state could be changed.



What solution did we propose? The Government, with the support of the RDO and the EU project «Support to Strategic Communications and Awareness Raising on Public Administration Reform», has developed a **communication campaign «New Civil Service. Become a Leader of Change.»** Together with the Secretariat of the Cabinet of Ministers and the National Agency for Civil Service (NACS), we undertook the following tasks:

- interest professionals from various fields to apply for vacancies of reform specialists at the new directorates of ministries and to become leaders of change;
- explain the specifics of the new competitive procedure and form trust in competitions;
- share the stories of new civil servants who have already started working in directorates.

Implementation:

- Advertising of all vacancies and infographics about the new competitive procedure on the public administration reform Facebook page.
- Vacancy portal career.gov.ua, where you could not only get acquainted in detail with all vacancies #NewCivilService, but also read about the competition procedure and submit documents online for the first time.

 In October 2017, an information support line for the portal was launched. The hotline managers were in contact with the ministries all the time, and answered numerous questions from the applicants. During the first 3 months of work, more than 2,000 applications were processed.

- Advertising vacancies on the largest job search portals hh.ua (now grc.ua), work.ua, robota.ua.
- E-mail about vacancies and benefits of working in new directorates for profile associations.
- Regular participation in job fairs KyivPost Employment Fair, Career Factory, Innovation Market Forum.

Not only representatives of the National Agency for Civil Service (NACS), but also new civil servants spoke about #NewCivilService - the State Secretary of the Cabinet of Ministers, Directors General of Directorates and state experts from various ministries. They shared their experiences, explained the new competition procedure, called for new vacancies and helped implement reforms.



Conduction of large-scale open meetings with applicants for new civil service positions, where ministers, the head of the NACS, rrepresentatives of the Secretariat of the Cabinet of Ministers and RDO presented vacancies, explained the new competition procedure and answered all questions.

The first meeting of this kind got about 800 online registrations after the announcement on the public administration reform Facebook page. It lasted 4 hours, until all participants received answers to their questions.



- Numerous meetings with business associations, associations of graduates of various educational institutions and business schools, where they talked about new vacancies and opportunities.
- A series of short videos for social networks about new civil servants in various ministries.

We told the stories of real people - who they are, what motivated them to apply for new civil service vacancies, what they are working on and what they want to achieve. 2 promotional videos with civil servants who started working in the new directorates. They talked about the benefits of the#NewCivilService and encouraged them to join the team of change leaders.



Special media projects about new civil servants who have already started working in ministries.



Result

Civil service reform has caused considerable resonance in society. From November to December 2017, the online audience reached over 1.5 million people. The average number of applicants for one vacancy in the new civil service was 29.

Thanks to the communication campaign, the best specialists from various fields started working in the new directorates of the ministries. They studied at leading universities in Ukraine, EU countries, USA, Great Britain, worked in different countries of the world - Canada, USA, EU countries, in particular in think tanks and investment companies, in international projects and organizations, in special committees of the Council of Europe and others.

Case study # 2

Ukraine Reform Conference how not to disappear from the radars of international attention

What was the problem? Although Ukraine was the subject of discussion at the international arena, it focused on the context of war, corruption and political scandals. At the same time, important transformations took place in the country, but the eye of the world media was mostly on the next «betrayals», not on our important victories.

After the Revolution of Dignity, when Ukraine was in the spotlight, it was necessary to declare loudly once again - Ukraine is changing. We have achieved much more in a few years, than in all the previous time of independence. And it was worth talking about. After all, the success of many reforms depends on effective communication not only within the country but also abroad. Perception of Ukraine at the international arena affects investment, tourism development, diplomatic relations. The competition is fierce.

In 2017, the Prime Minister gave the RDO team and the Secretariat of the Cabinet of Ministers a difficult task - to go beyond the traditional formats of short meetings and create an international platform for dialogue on reforms in Ukraine. In the conditions of misinformation, how to tell first-hand about the plans and results of reforms? How and where to bring together foreign ministers of the world's leading countries, leaders of international organizations, investors and focus their attention on reforms in Ukraine?

In times of post-truth, information bubbles and continuous news flow, making the success of one country interesting to half the world is a real challenge. And if the negative advertises itself, then the positive changes need to be reminded about frequently and persistently. ÷

What solution did we propose? The idea was to hold an annual international conference - Ukraine Reform Conference (URC) - in a format that would allow to:

- gather foreign ministers of leading countries, leaders of international organizations and discuss with them issues important for Ukraine. And it's not 5 minutes and parted. This is a thorough conversation that will last throughout the day.
- organize an open conversation, rather than the traditional reporting of successes. In addition to the public part, hold discussion panels under Chatham House Rules, which involves a dialogue behind closed doors, without cameras and media. This gives an opportunity to get a real discussion, discuss challenges and threats, find solutions together.
- ensure participation at the conference from different sides Ukrainian government, parliament, civil society, business, international organizations, EU member states, NATO, G7. This is a chance to get a balanced and holistic assessment of the situation first hand.

The first conference started in London in July 2017, at the suggestion of Boris Johnson. Thus, the international Conference on Reforms in Ukraine - Ukraine Reform Conference - was born through joint efforts.





Life hack: how to strengthen internal communications and not «fail» the preparation of a big event?



The problem: a large team and numerous stakeholders; limited terms; a thousand tasks; constant changes of the agenda, speakers, participants; location of the event in another country.

Decision: «Burning» project? - Apply SCRUM!

We applied the SCRUM project management approach for the first time to prepare an international conference on reforms in Ukraine, held in Copenhagen in 2018.

How we worked:

- weekly planning of sprints with the main team and distribution of tasks at the SCRUM-board: "registry of tasks" (back log), "make" (to do), "during" (in progress), "made" (done);
- daily stand-up meetings (up to 10 minutes) for the exchange of information between all participants and the distribution of tasks for the next 1-2 days;
- collecting feedback and discussing what has been done and what needs to be improved in the future.

Scrum allows you to establish maximum coordination and internal communication, clearly distribute responsibilities, constantly monitor the project and respond quickly to changes.

After testing the methodology during the preparation of the big event, our team began using this approach in working on the new regulations of the Cabinet. We later replicated this experience successfully in preparation for the Third International Conference on Reforms in Ukraine, held in Toronto in 2019.



#UkraineReformConference a unique opportunity to bring together foreign ministers of leading countries, leaders of international organizations to discuss important issues for Ukraine.

#UkraineReformsConference - a platform for open dialogue, not formal progress reporting.

#UkraineReformsConference - a chance to get a balanced and comprehensive assessment of the situation first hand.

UkraineReformsConference - a tool for international communications and building a positive reputation for Ukraine.

Result

Instead of talking about corruption, war, oligarchs and Ukraine as a failed state, an important dialogue began about positive change and the irreversibility of reforms. For three years in a row, the Conference brought together representatives of different countries and focused the attention of the global community around Ukraine. This event contributed not only to positive news in world and Ukrainian media, but also to the launch of new projects and the acceleration of reforms.

Thanks to international partnership, the Conference was held in London (2017), Copenhagen (2018), Toronto (2019) and Vilnius (2021). Ukraine Reform Conference 2019 for the first time launched a new format - the interactive platform Ukraine House, where participants could learn more about the main reforms, business and investment opportunities in Ukraine, get acquainted with the products of Ukrainian creative industries.

The RDO team was responsible for general coordination, development of a plan and program of activities, preparation of an information booklet on the results of reforms in Ukraine, supported coverage of events on social networks, Ukrainian and international media.

5 main insights in the communication of reforms



- We should not put our hypotheses what does the target audience know and think about - at the heart of the communication of change. We need the results of opinion polls, public debate and well grounded insights. Effective communication is a two-way traffic.
- No plan works for 100%. You need to be flexible, constantly looking for unique solutions and new tools.
- Talking in simple terms about complex things is to combine technocratic explanations with emotional stories. People need to understand what we do, why, and what it means to them. Only in this way will we be able to ensure participation in changes, and not just talk about them.
- To attract attention and build trust changes should be visible not only in news and posts on social networks, but in real actions on both sides. Those who implemented reforms and those for whom they are made. And internal communications with civil servants working on reforms are as important as external communications with the media and citizens.



TEAM Ш Н 5 FORM LEA **CHANGE**

HOW TO FORM THE TEAM OF CHANGE LEADERS

Three main tips.

This moment has come. You are ready to implement changes and you need a team. Who are these people, what experience and education should they have? Here are some important points to keep in mind.

Tip #1

A team of stars is not a stellar team. Reforms are not a fast sprint, but a grueling marathon that involves constant change, focusing on strategic goals and teamwork. And here values and motivation are sometimes more important than the achievements mentioned in the CV. It doesn't matter where you worked or work. It is important what you want to do. Even the best specialist does not guarantee you success if he or she focuses only on your own interests, does not share the values of the team, fails to react quickly to changes and be ready to take on operational work.

Tip #2

Meritocracy. Not to compromise is the basis for building «your» team of change agents. After all, it's not about the number, but about the quality of the people with whom you «grind the rock.» The task is not to fill all the vacancies quickly, but to find exactly those people who are able to implement change. Even if it takes time. Reforms come about through people, not strategies.

Meritocratic approach to the selection of people allows you to keep a high standard and maintain the right atmosphere in the team - there are no favorites, there are those strongest in skills and experience. These are specialists who meet the requirements of the vacancy, share values and honestly won an objective competition against other applicants on the market.

Tip #3

Responsibility and focus on results. To succeed, you need to test hypotheses, quickly navigate the situation, allow yourself to make mistakes and have the energy to generate new ideas. And this requires a special team. Since the inception of the Office, we have focused not on a rigid hierarchy inherent in the public sector, but on a horizontal structure. Each member of the team is a leader of change in the field, so has a significant credit of trust and a mandate to independently plan activities within the approved concept of reform, and therefore - is responsible for the results, or their absence. Micromanagement and excessive-control are not allowed.

OUR TEAM

Employees of the RDO are Ukrainian specialists, consultants, professional project managers and analysts. Using international expertise and extensive sectoral experience, we provide comprehensive support to the government in implementing priority reforms.

Over 4 years, the RDO has attracted over 50 experts from various fields to implement the most difficult tasks. The team changed: after completing the project, someone returned to the civil society or business sphere, and someone, on the contrary, continued to work in the public sector (in the civil service or holding a political position). But our goals remained the same: to implement important reforms for the country and to help the public sector with our experience.





Anton Yashchenko

Executive Director of the RDO yashchenko@kmu.gov.ua

Expertise: enterprise restructuring and organizational transformations, corporate governance, strategic planning, project management and change management in both private and public sectors.



Graduated of the educational program at the Harvard University John F. Kennedy School of Government. Graduated from Kyiv-Mohyla Business School with an MBA.

TEAM OF PROJECT MANAGERS

Monitoring and evaluation group



Andriy Kondor

Project Manager, Monitoring and Evaluation kondor@kmu.gov.ua

Expertise: business analytics, operational and financial reporting, team management, implementation of change, analytical support of top management, market analysis, preparation of commercial proposals.



Has the status of FCCA, Association of Chartered Certified Accountants (UK).



Anna Ptitsyna

Project Manager, Monitoring and Evaluation ptitsyna@kmu.gov.ua

Expertise: crisis management, implementation of complex initiatives, jurisprudence



A graduate of the Kyiv School of Economics (KSE) with an MPA degree - Master of Public Policy and Governance. Graduated from the Management Development Program at Kyiv-Mohyla Business School (KMBS). Graduate and member of the CAPS business school community.

Public Administration Reform Group



Maria Hornostay

Senior Project Manager, reorganization and capacity development of SCMU gornostay@kmu.gov.ua

gornostay@kmu.gov.ua____

Expertise: economic reforms (IT and e-government, administrative services, decentralization), strategic planning, organizational transformation, process optimization and project management.



She completed the program at the Harvard University John F. Kennedy School of Government. Candidate of Physical and Mathematical Sciences.



Yulia Zaichenko

Senior Project Manager Reorganization of ministries, lawyer

Expertise: Has more than 7 years of project management experience being a leader or analytic and researcher, has been working with the key justice reforms coordination and analytics. Since 2017 till 2019 was at the position of a Director General for the Strategic Planning and European Integration Directorate at the Ministry of Justice of Ukraine.



In 2013 got LL.M. degree in International and European Business Law from Jean-Moulin University Lyon 3, France. Also did studies and training courses in Austria, Greece, Latvia, the Netherlands mainly with the focus on EU law, good governance, human rights.



Serhiy Nikolaychuk

Business Analyst, Public Administration Reform s.nikolaichuk@kmu.gov.ua

Expertise: e-government, e-archive project, business analytics, interdepartmental document management projects.



A graduate of the IT school in the areas of «Diving into Business Analysis», «Diving Into Project Management».



Oksana Romanyshyn

Business Analyst, Public Administration Reform romanyshyn@kmu.gov.ua

Expertise: Research projects in the field of public administration



Received a master's degree from the program «Innovation in Public Administration and e-Government», which is a joint project of three European universities (KU Leuven , University of Munster, TalTech). She participated in development programs in Georgia, Poland and Germany.

REFORM PROJECT MANAGERS



Andriy Martyn

Senior Project Manager, Land Reform

Expertise: land policy, land management, land appraisal, land cadaster, permit system and land law.

Completed vocational training programs in Poland, Germany and the United States. Certified land surveyor and surveying engineer, appraiser for expert assessment of land plots, auctioneer at land auctions, specialist in the sale of state property in the privatization process, forensic expert. Doctor of Economics.



Artem Sachuk

Senior Project Manager, Investment Climate and Economic Growth sachuk@kmu.gov.ua

Expertise: attracting investments, creating a favorable investment climate, supporting business and creating conditions for economic growth, strategic planning and project implementation.



He graduated from MIM-Kyiv with an MBA in public administration. He graduated from the Academy of Managers of Regional Development Agencies POLISHAID. Vice-President of the Chess Federation of Ukraine.



Olena Simonenko

Senior Project Manager, Social Support System Reform simonenko@kmu.gov.ua

Expertise: reforming public administration and local self-government.



Has a specialized higher education in public and business administration, a Master's degree in public administration and business administration (MBA).



Igor Maslovc

Senior Project Manager, Energy and Energy Efficiency <u>maslov@kmu.gov.ua</u>

Expertise: project management in the field of energy.

Has 20 years of experience in the energy sector.



Maryna Denysiuk

Project Manager, Environmental Protection System and Green Course Coordination denysiuk@kmu.gov.ua

Expertise: industrial ecology, waste management, issues of interaction with public authorities, issues of climate change and investment in renewable energy and environmental projects in Ukraine, formation and management of an effective team, technical audit of the project, implementation of changes.



Certified auditor of Bureau Veritas Certification in Ukraine joint implementation projects, and energy auditor.



Olena Kotlyarova

Senior Project Manager, International Technical Assistance Coordination kotlyarova@kmu.gov.ua

Expertise: international cooperation, European integration and international technical assistance.



Over 12 years of experience in the corporate and public sector.



Natalia Viniarchuk

Project Manager, Coordination of International Technical Assistance

Expertise: Specialist in Coordination of International Cooperation, Attracting Financial Support and Project Management.



Completed the College of Europe master's program with a degree in European Economic Relations, a Lund University course in public sector transparency and reform, and a Malmö University course in sustainable public administration.



Liliia Horbatiuk

Senior Project Manager, Privatization & SOE corporate governance, Privatization

Expertise: Experience in foreign economic projects more than 10 years, legal support of projects in the public and private sectors of the economy in the field of construction, infrastructure development, decentralization of management, etc.



Lawyer «Legal support of entrepreneurial activity» (Humanitarian Institute of KNLU). Alumnus of program "Data based policy writing and visualisation" (School of Public Management UCU). MBA degree of International Institute of Management (MIM-Kyiv).



levgeniia Bodnya

Project Manager, Privatization and State-owned Enterprises Reform

Expertise: Legal expert in corporate governance for state-owned enterprises and implementing OECD Guidelines on corporate governance. Has legal analysis, policy development and advocacy experience in the field of European integration, corporate governance, taxation and housing.

Graduated from the University of Cambridge, MPhil in Public Policy programme, WorldWideStudies and Cambridge Trust scholarship holder. Completed Erasmus Programme at the Adam Mickiewicz University in Poznan, summer academy at Lund University on human rights, public administration and decentralisation, member of the Global Shaper community and elected Curator of the Kyiv Hub.



Oleksandra Drik

Senior Project Manager, Anti-corruption Reform

Expertise: Advocating for and monitoring the implementation of anti-corruption reform in Ukraine since 2014. Worked with the Head of the Anti-corruption parliamentary committee of VIII convocation. In 2017-2018 worked as a consultant to EU Anti-corruption Initiative in Ukraine. In 2015-2018 chaired an anti-corruption NGO and coordinated coalition of NGO advocating for the launch of e-declaration system and later rebooting of NACP. Co-founder of Public Integrity Council (2016), member of Public Council of NACP (2017) and Civic Control Council of NABU (2018-2019).



Has MA in Global Politics and Law from the University of Sheffield.

Reform Communication



Zhanna Panchenko

Senior Communications Manager, Public Administration Reform zpanchenko@kmu.gov.ua

Expertise: strategic communications, government communications, reputation management, international analytics.



Participated in NATO projects. Did an internship at the Estonian Government Communications Office as part of the Humeria project. CIPR certificate. PhD in Political Science.



Maxim Gardus

Communications Manager, Economic Development gardus@kmu.gov.ua

Expertise: communications in the field of economics in the public and private sectors, creation of systems and development of communication strategies in the field of coverage of reforms.



18 years of experience in communications and media.



Yaroslava Prokopenko

Senior Communications Manager of the campaigns for European and Euro-Atlantic integration, deep and comprehensive free trade area between Ukraine and the EU

Expertise: corporate and government communications, communications trainer.



Communication trainer of projects of the European Union in Ukraine, the International Labor Organization in Ukraine, State Service of Ukraine on labor issues. Co-author of the manual on informing and involving the population in the work of CPAS from the program «U-LEAD with Europe».



Victoria Ostapchenko

Communications Manager, Human Development ostapchenko@kmu.gov.ua

Expertise: development of communication strategies and implementation of information campaigns.



Studied at the Charted Institute of Marketing, holds an EECMD diploma.



Maria Shevchuk

Organizational and Administrative Manager shevchuk@kmu.gov.ua rdo@kmu.gov.ua

Expertise: project monitoring and evaluation, control and management of administrative and organizational issues.

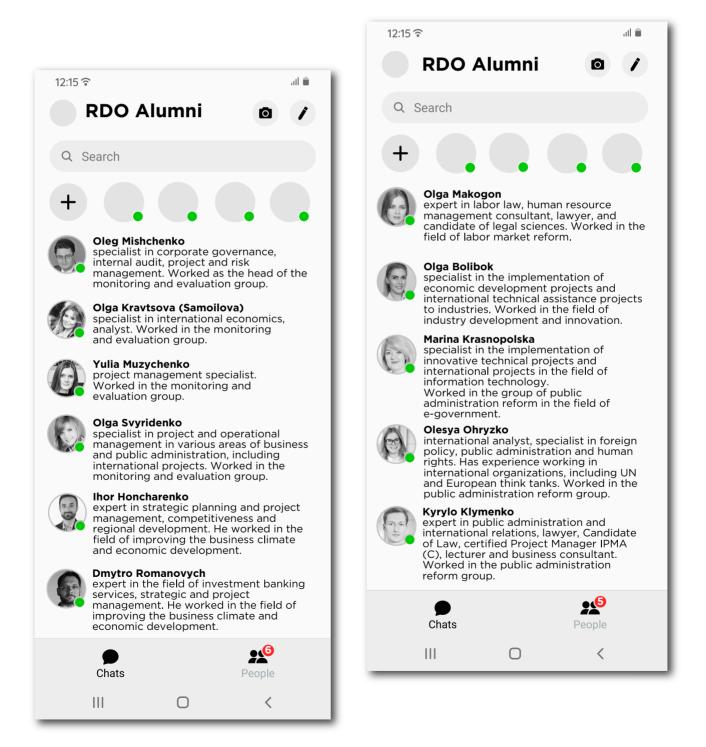
The Reform Office team is not just those who continue to work directly. These are all former employees who were part of the team in the period from 2017 to 2020.

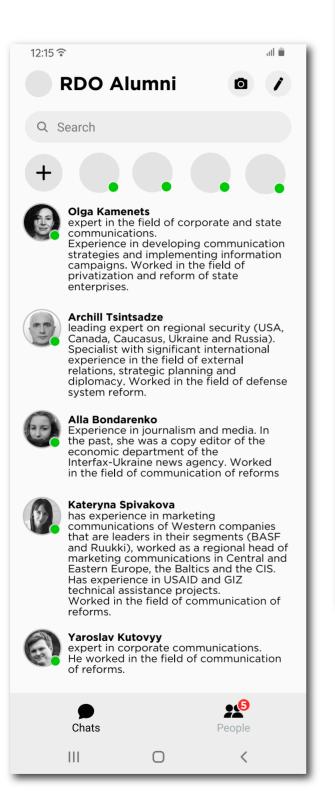
Some have successfully joined central executive agencies:

- Dmytro Romanovych Deputy Minister of Economy 2019–2020.
- Olga Makogon Director of the State Employment Service in 2019-2020.
- Olena Symonenko Deputy Minister of Health 2019-2020.

Some continued their careers in the corporate sector, some decided to dedicate time to additional education or family.

We thank the team:

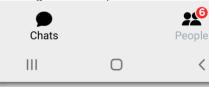


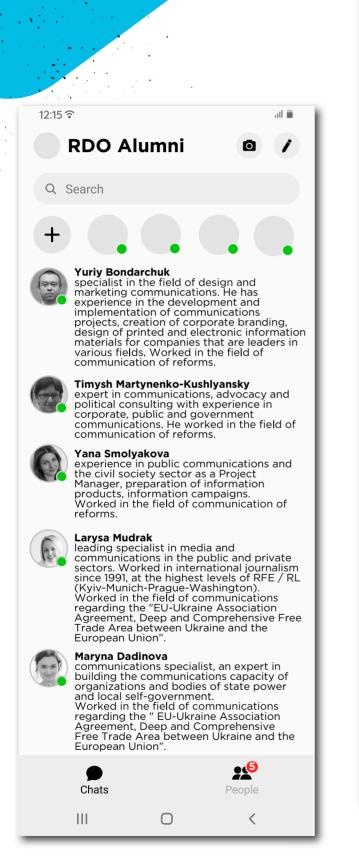












RDO Alumni Ō Q Search Olga Chervak communications expert. She has experience in journalism, managed content projects in business and SMM, SEO, analysis and optimization of productivity of sites and social networks, Web-site launch. Worked in the field of

communications regarding the EU-Ukraine Association Agreement, Deep and Comprehensive Free Trade Area between Ukraine and the European Union'

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Olena Konoplya

has experience in journalism and communications. Specializes in media analysis, building communications strategies, implementing information campaigns, creating communication teams, media, government, public relations in various sectors, crisis communications, SMM, communications for behavioral change. Worked in the field of communications regarding the " EU-Ukraine Association Agreement, Deep and Comprehensive Free Trade Area between Ukraine and the European Union"



Maria Kovach-Butsko

expert in the field of communications. She worked as a journalist, TV presenter, teacher, media expert in international projects. Worked in the field of communications regarding the ' EU-Ukraine Association Agreement, Deep and Comprehensive Free Trade Area between Ukraine and the European Union"



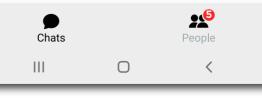
Ruslan Kavatsiuk

expert in media and public communications. Worked in the field of communications regarding the EU-Ukraine Association Agreement, Deep and Comprehensive Free Trade Area between Ukraine and the European Union"



Denis Deinega

business analyst. He has experience in project management, business process automation (IT, education, advertising, sales), AGILE. He worked in the field of e-government".





If you look closely at this list of letters, you can see the main words that accompanied all the reforms. And what are the first 5 words you saw after reading our guide?

| i | g | w | t | r | b | r | е | f | о | r | m | е | r | k |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
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| р | 0 | с | 0 | m | m | u | n | i | с | а | t | i | 0 | n |
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We thank all the partners who helped implement change!

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O S C C P Organization for Security and Co-operation in Europe Project Co-ordinator in Ukraine