

SIGNATURE PAGE

Country: Ukraine

UNDAF Outcome(s):

Government institutions at national and local levels function on transparent, accountable and participatory basis that ensures the human rights of all people in Ukraine

Expected CP Outcome(s):

Accountable citizen-based government promoted

Expected CP Output(s):

Public administration reform, parliamentary oversight and public access to government strengthened through institutional reforms and anti-corruption measures

Implementing partner:

Main Department of Civil Service

Program Period (CPAP):	2006-2010
Program Component:	Democratic Governance
Project Title:	Support to Civil Service Reform in Ukraine
Project ID:	00056555
Project Duration:	2 years
Management Arrangement:	National Execution

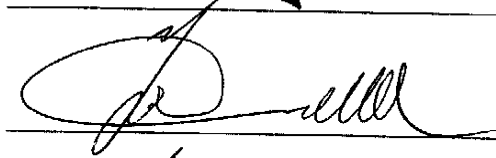
Allocated resources:	
• UNDP	in-kind
• Government:	in-kind
• Donor:	USD1,340,000 (equivalent of Euro1,000,000)
Total Budget:	USD1,340,000

Agreed by:

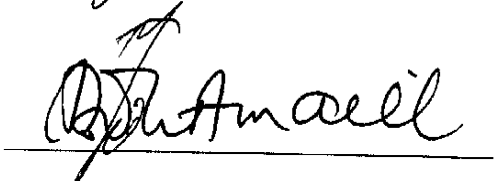
Main Department of Civil Service of Ukraine
Mr. Tymofii Motrenko



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Government of Ireland
H.E. Mr. Donal Hanill



PROJECT DOCUMENT
OF THE
“SUPPORT TO CIVIL SERVICE REFORM IN UKRAINE”

The project objective is strengthening the civil service, improving policy coordination, rationalizing structures and functions of public institutions to fill in gaps and eliminate overlaps, ensuring effective public service delivery and a viable balance between national and sub-national levels of government, enhancing transparency and accountability – all these still remain to be on top of development agenda in Ukraine.

The overall objective of the programme is to contribute to the Ukrainian Government reform programme towards a more transparent and efficient public administration, operating on the basis of EU oriented principles, as described in the *Civil Service Development Programme* adopted in June 2004. More specifically, it will contribute to the adoption of legislation and administrative regulations supporting these new policy developments and to building the capacity of the MDCS in fulfilling its mandate, in particular in its training and development activities.

This Project Document was produced during the Initiation Stage of the project.

Kyiv, 25 October 2007

1. BACKGROUND

1.1 Overall context

Ukraine declared independence in 1991 and, as many post-communist countries, was faced with the dual challenge of transforming its highly bureaucratic and centralised politico-administrative system while engaging into a process of economic transition from a centrally planned to a market driven economy. Though the immediate results were severe for the country (drop of per-capita incomes along with hyper-inflation), major economic indicators improved in early 2000.

Concurrently, the Ukrainian political scene has been transformed and a radical change occurred in 2004 through the "Orange revolution" which brought to power a reform-oriented government. Under the leadership of President Yushenko, the country embarked on a large-scale transition, adopting western-oriented economic and social policies, renovating its political and administrative apparatus and clearly showing its intention to join the western political organisation (NATO and EU). As a result, the country was granted "market economy status" at the end of 2005 by the EU and the US and started to negotiate its WTO accession.

Yet significant reforms still need to be conducted, notably to improve the operations and responsiveness of the civil service, to stabilise political institutions and create a conducive legal framework for growth and economic development.

These challenges were highlighted by the EU/Ukraine Action Plan¹ signed on the 21st February 2005 that set out specific priorities such as:

- ◆ *strengthening the stability and the effectiveness of the institutions guaranteeing democracy*
- ◆ *reinforcing administrative capacity*
- ◆ *Continuing administrative reform*

The victory of the opposition parties at the parliamentary elections in 2006 and the subsequent nomination of Mr. Yanukovich (Party of the Regions) as Prime Minister have, however, delayed these transition efforts and considerable tensions between the two branches of the executive, specifically on the organisation and division of the executive power structures, have hampered Ukraine reform agenda. Translating into the dismissal of nearly half of the civil servants, this intense rivalry has further added significant disruptions to an already fragile public sector.

The recent general elections that took place on the 30th September 2007 provided a further test of Ukraine's democratic maturity as elections were deemed fair and transparent. Whatever the new Government will be (most probably a coalition), observers agree that the consensus on the need to push ahead civil service reform will be maintained and that the transition effort will continue.

1.2 Specific context

Civil service reform remains, by and large, a work in progress. This has been recognised and the Main Department for Civil Service (MDCS), the body responsible for civil service policy, has been instrumental in

¹ <http://www.delukr.cec.eu.int/site/page27836.html>

shaping Ukraine civil service reform and in designing the Government policy framework in this area². It is currently applying all the efforts to create proper conditions for a new and modern civil service and put in place all necessary arrangements. These include:

a) Adoption of a new Civil Service Law

The legal foundations for modernising the civil service in Ukraine were laid in December 1993 with the adoption of the Law of Ukraine "On the Civil Service". Further developments took place in the framework of the Strategy of Civil Service Reform which was implemented from 2000 to 2003.

A new draft of the Law aiming at reinforcing professionalism in civil service has since been prepared: it is commonly recognised as moving development of civil service in the proper direction and it is expected to help creating a new civil service aligned to the new democratic values. It provides, *inter alia*, for a clear definition of civil servants rights and duties and establishes systems that ensure compliance with the set rules; pay, recruitment and promotion systems, legal regime governing incompatibilities and conflict of interests are also dealt with. A minimum set of related laws and secondary legislation on government, financial control, law-making, general administrative procedures and processes in line with EU practices will be also required when the Law is adopted.

Despite numerous delays in the past, the Cabinet of Ministers finally approved the draft Civil Service Law together with Civil servants Code of Ethics on the 19 September 2007 and passed it on to the National Assembly where it is tabled for discussion together with the Presidential Decree n.900. As the new Parliament has yet to be convened, there is an uncertainty on when exactly the draft will be discussed in the various relevant Committees.

b) A comprehensive training policy

The quality of the public administration and, in particular of the central State public administration, is critical to the effectiveness of modern and democratic societies. Only motivated and well-trained civil servants can conceive, implement and enforce efficient and responsive public policies.

With respect to the status of professional training of the civil servants and for planning the reforms in this area, the MDCS together with the World Bank carried out a specific research in 2005³. Stemming from it, a number of problem areas and necessary steps in reforming the system were identified:

- ◆ Improvement of process of formation of professional skill;
- ◆ Introduction of procedure of the analysis and definition of skills necessary for performance of services and duties, also for successful management of change;
- ◆ Introduction of special training for the civil servants on policy analysis, strategic planning, change management;
- ◆ Formation of training centre under auspices of MDCS, introduction of pilot training courses, training of trainers and formation of the network of training centres on the basis of the regional centres of professional training of the civil servants and officials of local self-management;
- ◆ Building of sustainable institutional capacity to manage training activities and programs within the mentioned centre;
- ◆ Improvements of legislative base, which regulates management of professional training of the civil servants.

² Programme of Civil Service Development for 2005/2010 ; Concept of Adaptation of Civil Service of Ukraine to EU standards ; Concept of Civil Service Law

³ D.J. Kelly : *Assessment of Civil Service In-service Training in Ukraine*, World Bank (2005).

In March 2006, the MDCS launched an *assessment of the Ukrainian public administration system under SIGMA⁴ baselines* that reiterated that, in so far as Civil Service is concerned, a weak professionalism remains the main problem preventing development of the civil service in Ukraine.⁵

1.3 Institutional context: the players

- ◆ *The Main Department of the Civil Service (MDCS)*: it is the central body responsible for the design and implementation of the civil service policy at central and local level, its functional and operational management as well as conducting its human resources policies and management (including recruitment, promotion, mobility and career). In addition, it is also the central unit responsible for overseeing and coordinating civil service training matters including the licensing and accreditation of universities, which support education for civil servants. It has, in fact, a key role in overseeing the training system, as specified in the various regulations; for example, it is involved in the approval of the State Orders for training and sets down criteria and guidelines for ministries in commissioning training. Building on the recommendation of the World Bank study in 2005 (see above 1.2), the MDCS prepared training in the areas of policy analysis, strategic management and change management, with the intention of progressing during 2006 and 2007 to work on training needs analysis and other aspects of training⁶. Based on a standard methodology for the delivery of trainings for civil servants and local self-government officials approved by the order of the Main Department of Civil Service of Ukraine dated April 3, 2006, No. 116, it also conducted numerous training courses both at central and local levels with a specific emphasis on territorial civil servants through its regional offices⁷.

Within the broad ambit of the Department is the Centre for Support of Civil Service Institutional Development (the Centre), a structure with its own budget but accountable to and supervised by the MDCS. This Centre provides the analytical, technical and methodological force behind key MDCS initiatives for reform of the civil service. Its statute provides that it will (*inter alia*) "organise and conduct ...professional training on the issues of public administration and European integration, including the civil servants' in-service training".

- ◆ *National Academy of Public Administration (NAPA)*: The Ukrainian Academy of Public Administration is an agency under the auspices of the President of Ukraine, established in May 1995 by decree of the President of Ukraine. The Academy is the main training and in-service training institution for Ukrainian civil servants at central level. It has four regional institutes in Lviv, Odessa, Kharkiv and Dnipropetrovsk, which focus on Public Service training for regional and local institutions. The two main products of the Academy are currently a Master of Public Administration (MPA) Programme and in-service-training for civil servants, though the latter is clearly non operational. The academy is independent in developing and managing its MPA programme. Both the MPA programme and the central in-service-training courses are targeted at the top civil servants, while the regional institutes provide (re)training for high and middle-ranking civil servants.

⁴http://www.center.gov.ua/data/upload/publication/main/ua/291/SIGMA_Ukraine_Governance_Assessment_Final.pdf

⁵ For a recent SWOT analysis of the sector, refer to Project Document, Technical support to public sector Reforms in Ukraine, Danish Ministry of Foreign affairs, March 2007

⁶ See Main Civil Service Department: *Professional Civil Service: What has been done and what is next (Report on activity in 2005)*

⁷ During 2006, the territorial agencies of the Main Department of Civil Service held 534 trainings for over 15 thousand managers and specialists of human resource departments, legal advisers and other employees of the structural departments of local state administrations, territorial agencies of central executive bodies, city mayors, deputy mayors, heads of village and settlement councils, secretaries of local councils and other categories of officials working at executive bodies and local self-government agencies. In addition, specific training on anti-corruption methods and ethics was conducted by the MDCS for 428 civil servants of central and local executive authorities, local self-government bodies.

Many observers were initially critical of the academy since its portfolio of courses had to a large extent a strong academic flavour. Since the appointment of a new director in 2006, there is much hope that NAPA will shift from this academic focus to a more balanced offer of services with a significant training component, adapted to the challenges of a modern civil service. This is indeed the direction taken by the academy as reflected in the "road map for modernising the system of professional development for civil servants", an operational response to the Presidential decree of the 2nd of June 2006 requiring NAPA to redress the imbalances of civil service training.

In support of these worthwhile efforts, a number of donors have pledged support to the Academy and two German institutions have recently started their assistance programmes with respect to the training after appointment and the Master in Public Administration. The EU has also launched the process of a twinning programme aimed at "supporting the Academy in the process of reforming and upgrading the civil servants training system, reducing academic dimension and refocusing on the development of the professional skills, along EU standards and practices".

There are serious concerns about the in-existent working relationship between a revitalised NAPA and the MDCS; examples are the non-cooperation as regards training needs assessment (not carried out at all in a systematic fashion) and the absence of specific training programmes for top civil servants (such as leadership, change management etc) where past experiences have shown how critical a role they can play as agents of change. Furthermore, recent developments tend to show that the reform agenda within the NAPA has been altered to focus on academic education through a revitalised Master of Public Administration.

To conclude, it is worth underlying that Ukraine civil service training lacks a proper in-service training capability, tuned to the reality of the national public administration situation and challenges it faces. The MDCS has already anticipated this state of affairs and has engaged into the establishment of a small in-service training centre: significant building has started and a dedicated budget has been adopted to support the recruitment of a small team of training programme managers. This is an important development as it provides the foundation for a substantial element of the project proposal (see below) and demonstrates the seriousness and commitment of the MDCS in setting up an efficient and sustainable training centre.

1.4 Prior and ongoing donor assistance

Following the launch of the *Assessment of the Ukrainian public administration system under SIGMA⁸ baselines* in March 2006, a number of donors have devised specific programmes of assistance aimed at supporting the process of reform and transformation within the civil service.

1.4.1 Assistance provided in cooperation with the Main Department of Civil Service

The French Government is seconding an expert in civil service reform and the Danish and Canadian Governments have also pledged significant funds in that field:

The Danish Government will support the Main Department for Civil Service (MDCS) and the secretariat of the Cabinet of Ministers on topics relating to the legal framework, functional reviews, policy excellence groups and some training;

⁸ refer to 2 above

The Canadian government will concentrate on human resources management and support the design and implementation of a modern, efficient and transparent system and process of management. An essential part of this will be the definition of a competence framework that should support the training component of the proposed UNDP programme (see below).

A brief overview of these respective programmes, recently formally agreed upon by the Cabinet of Ministers, shows a certain potential for overlap among their various components and, although the MDCS seems particularly agile in applying a policy of comparative advantages from each donor, the management of these assistance programmes will represent a definite challenge in the months to come for the department. Putting aside the potential for duplication, these programmes should bring about significant results in the various components of the reform agenda (legal framework, human resources management, training etc.) provided that, sooner rather than later, the new Law on Civil service is definitely adopted.

It should be noted also that the Main Department of Civil Service is the government focal point for establishment and coordination of all EU-funded Twinning Programmes for Ukraine.

1.4.2 Assistance provided in cooperation with the National Academy of Public Administration

The Academy is currently receiving assistance from two German institutions, the Bavarian School of Administration and the Robert Bosh Foundation.

As the former aims to support the development of the Master of Public Administration, the Bosh Foundation assistance targets more specifically young high-potential Ukrainian civil servants through a fellowship programme: devised in collaboration with the Lviv Regional Institute of the National Academy of State Administration (Ukraine) and the Szczecin Academy of Public Administration (Poland), the project will facilitate fellowship alumni from Poland, the Czech Republic, Slovakia and Hungary to pass on their expertise and administrative know-how to their Ukrainian colleagues by running training seminars in Ukraine and organising internships for selected participants at their institutions. The programme was initiated in February 2006 and a preliminary evaluation of the pilot programme showed that the combined approach of intensive training in modern management techniques plus internships which allow fellows to gain practical experience in the functioning of Central European Public administration was taken on well by Ukrainian institutions. The Ukrainian fellows are expected to apply newly-gained knowledge in their every-day work

The EU has also launched the process of a twinning programme aimed at "supporting the Academy in the process of reforming and upgrading the civil servants training system, reducing academic dimension and refocusing on the development of the professional skills, along EU standards and practices"; the selected institutions from the EU Member States should start the assistance in early 2008.

1.4.3 Other initiatives

There are various other initiatives supported by other donor agencies, which are implemented at the regional level. As such, they do not have direct links with the activities of MDCS and NAPA. Mapping-out of these initiatives, their links with the projects implemented by MDCS and potential areas for overlap should be studied and established in the first phase of implementation of the project.

2. PRIORITIES FOR ASSISTANCE

The MDCS together with the Centre devised a comprehensive programme of priorities that interested donors could choose to support according to their comparative advantages and availability of resources. As noted earlier, most of these priorities are now more or less addressed by dedicated projects, either already under implementation or soon to be delivered.

Few remaining components of the reform, not prioritised by donors, have been identified by the MDCS for a potential UNDP project as reflected in the "Project Proposal for the Government of Ireland support to Civil Service Reform in Ukraine"⁹. These ranged from a financial resource for specific studies, technical support for functional reviews, awareness campaign for civil service law adoption and IT E-Governance systems. They are further discussed below:

- a) Public information campaign to promote new values of EU-shaped civil service. The objective would be to help create a better understanding around the challenges of a modern, EU-oriented civil service operating along key principles and standards, as reflected in the draft law on civil service.
- b) Assistance in cooperation with OECD-Sigma. The SIGMA programme has proved over the last 20 years its relevance in providing expert analysis and studies on the functioning of European civil service, especially with regard to countries engaged in transition and reform programmes in an EU enlargement perspective. The recent Sigma study conducted in 2006 in Ukraine has generated a lot of healthy debates about the scale and urgency of the reform and formed the basis of the major donors support programmes. Benefiting from regular up-dates and sectoral studies would allow MDCS a critical resource in order to sustain its programme of change and further drive the reform agenda.
- c) Support for functional reviews. The MDCS is tasked with the responsibility to undertake annual functional reviews of government institutions (ministries and agencies). This vast task is performed by only six persons in the Centre who lack technical support and methodology advice on processes of information gathering and compilation. A Russian consultancy company has been hired by the Centre to provide such support, though more long-term assistance seems to be needed. The support of the GoI / UNDP programme in this field is not obvious: firstly, one can question the need of such reviews especially as no indication can be found yet on their use and purpose. Secondly, the Danish programme explicitly envisages providing assistance in this regard with significant resources (development of methodology and training). Bearing in mind the magnitude of the proposed GoI / UNDP programme, it is hard to see what value added it can bring in addition to the Danish assistance. Notwithstanding the unclear rationale for functional reviews, it is therefore proposed not to address this problematic.
- d) Needs for introduction of IT tools. This priority covers the need of IT based systems of human resources management (mainly civil servants data-base) aimed at renovating and facilitating the follow-up of personal career and mobility of civil servants (at central, local and territorial levels) from the moment they are recruited. This is a worthwhile idea as the current system is highly deficient and non-responsive. However, this kind of programme usually requires significant funds since the design and implementation (including training of personnel) of such systems is very expensive. In addition, this priority is integrated in both the Canadian and Danish programmes of assistance. Under these circumstances, it is not proposed to cover it within the GoI / UNDP project.
- e) Training capacity within the MDCS. This priority was identified in 2005 by the World Bank survey (see above), and subsequently addressed in the initial Irish Aid proposal drawn up in June 2005, as a result of the ineffective training offered by NAPA. The absence of any working relationships between the two main

⁹ page 6, section 2.2

training providers was noted earlier; it means that the situation has, in fact, not much changed since 2005: work allocation between NAPA and MDC in so far as training is concerned is not clear and despite the mandate of NAPA and its recent efforts, MDCS maintains its definite role and responsibility in regard to training; also immediate training requirements and capacity building needs within MDCS should be fulfilled to ensure sufficient support for the initial steps of the transition.

It is therefore proposed that the Government of Ireland / UNDP project should include a small component of sensitization limited key decision makers and personnel to expose them to the key operating principles of selected EU civil services. The second component should be the continued engagement with OECD/SIGMA. The third and key component and focus of the GoI / UNDP project is training capacity within the MDCS.

3. PROPOSED PROGRAMME

Overall objective

The overall objective of the programme is to contribute to the Ukrainian Government reform programme towards a more transparent and efficient public administration, operating on the basis of EU oriented principles, as described in the *Civil Service Development Programme* adopted in June 2004. More specifically, it will contribute to the adoption of legislation and administrative regulations supporting these new policy developments and to building the capacity of the MDCS in fulfilling its mandate, in particular in its training and development activities.

Specific Objectives

The programme will consist of three sequential and incremental components with the following specific objectives:

- ◆ To sensitise selected Ukrainian civil servants and political decision-makers on the critical place of the new Law on Civil service to facilitate its swift adoption;
- ◆ To provide the MDCS the necessary tools in terms of analysis, expert advice and monitoring function to successfully conduct its mandate in driving the Ukrainian civil service reform process;
- ◆ To build the MDCS capacity in designing and delivering relevant training modules to civil servants in order to support their role and function in the current Ukrainian civil service, on its way towards a more professional, modern and effective civil service

Activities

Activity 1: Sensitisation initiative to promote new values of EU-shaped civil service

As highlighted above, the new Civil Service Law is central to the overall process of transition from a largely communist-type, command civil service to a more modern, transparent and accountable one. However, while the Ministers in the Cabinet have recently adopted the draft law and sent to the National Assembly for discussion, a rapid adoption is not expected.

The objective of this first activity will be to maintain the onus on the decision-makers in the various Parliament Committees (including the Committee on State Building) as well as on key personnel in the Parliament Secretariat and Secretariat of the Presidency; it will reaffirm the significance of this law, not only

with regard to the reform of the Ukrainian civil service but also with respect to the European orientation of the country. Under this activity, the project will support a set of initiatives:

- ◆ A short awareness initiative aimed at focusing on the key elements of the law and at presenting its main dispositions as a necessary step in transforming the Ukrainian Civil Service into a model compatible with European best practices and minimum standards of public administration;
- ◆ A seminar to be organised with the view to expose the key personnel involved in the adoption of the new Law to the realities of the Ukrainian civil service and the response and opportunities presented by the draft law;
- ◆ Finally, a short study tour could be organised in an EU member state in order to expose a representative sample of the target group with the reality of a European civil service at work operating along the key principles contained in the law.

For such a complex initiative to succeed, high-level civil servants and/or Parliament members from European countries should be invited to give their views together with some reputable experts (SIGMA).

The location and duration should also be carefully chosen in order to generate sufficient interest.

Activity 2: Support to OECD-SIGMA reviews

Under this activity, a budget line will be made available to the MDCS to benefit, on a regular and/or ad hoc basis, from the expertise and services of the SIGMA programme.

These should be accessed with the view to benefit (1) from expert advice in the design and delivery of the main sequences of the civil service reform, as spelled out in the above-mentioned review¹⁰ and/or (2) from a monitoring function, assessing the relevance, pace and magnitude of the changes brought forward.

Another key output of this activity would be to benefit from SIGMA experts' advices in benchmarking the progress of the various programmes of assistances delivered within the MDCS (and more specifically the Danish and Canadian projects) and their interaction with the UNDP programme and the overall reform strategy of the Main Department.

Activity 3: Training capacity within the MDCS

To remedy to the chronic lack of professionalism of Ukrainian civil servants, it is proposed to engage in a significant capacity-building programme with a view to facilitating transfer of expert skills and technical know-how to the in-service training centre of the MDCS who, in turn, will be then able to spearhead a modern and responsive training policy for national civil servants.

The prime objective of this phase will be, in particular, to develop the technical ability of the MDCS in designing and delivering a training programme that is in phase with the current reality of the Ukrainian civil service and that fits, not only with the overall objectives of the Ukrainian reform programmes, but also with the civil servants competence framework being developed concurrently by the Canadian project; this will indeed ensure that institutional capacity building is aligned with the existing development at institutional level and directed at the needs of the domestic civil servants.

The direct beneficiaries will be the training programme managers and selected trainers employed by the in-service training centre while the indirect beneficiaries will be civil servants working in line ministries at central level. This activity should revolve around three main components:

¹⁰ Refer to 3 above

3.1 Training Needs Assessment

Building on the scoping mission undertaken on behalf of the World Bank in June 2005 and in the absence of any similar exercise undertaken so far, an in-depth Training Needs Analysis (TNA) is required in order to better identify training needs for middle to senior civil servants, existing knowledge and skills gaps. The TNA should include the following actions:

- ◆ Selection of the target audience and assessment questionnaire (Diagnostic phase).
- ◆ Gathering and analysis of information (Analysis and Field work phase)
- ◆ Compilation of Final report (Reporting phase)

3.2 Capacity-building

Based on the above training needs analysis, the project will support a significant capacity-building programme with a view to facilitating transfer of know-how to the MDCS and develop its capacity to design and deliver adequate training programme as identified and required by the competence framework referred to above (see section 1.4) and the reality of the Ukrainian civil service. This will comprise:

- ◆ Induction of Trainers and Training managers and preparation for competencies development;
- ◆ Train the Trainer programme, ideally conducted in a EU member state training institution to increase buy-in and allow for real immersion into training environment;
- ◆ Establishment of Training and Development programmes as appropriate, including design, marketing and material development;
- ◆ Pilot testing of delivery of training programmes in selected subject areas;
- ◆ Overall evaluation and recommendation.

3.3 Leadership and Change Management training

Building on the above, specific training courses should be delivered to enhance the capacity of managers within the civil service, especially at top management level, to become agents of change and drive the reform agenda. In this regard, in close relationship with the MDCS, the project will accommodate a series of interventions on Leadership and Change Management targeting key Heads of Ministerial departments and Government Centres (to be selected by the MDCS in a proportion not exceeding 200 individuals) and revolving around four main strands:

- ◆ The manager's own leadership capacity and style;
- ◆ A comprehensive systemic approach to change;
- ◆ The capacity to mobilise team of people to initiate change;
- ◆ The role of top management in policy design and formulation

A number of critical requirements should be observed to enhance the relevance and efficiency of the training programme:

- ◆ The training programme should aim at exposing the target group to several experiences and models in leadership and change management and best practices of western public administrative systems in this field;
- ◆ The training programme should demonstrate a deep understanding of the reality of the Ukrainian civil service as well as of its main reform challenges;
- ◆ The design of the programme should accommodate an "equals to equals" exchange component, where high-level Western European Civil servants (active or recently retired) and leading experts in the area of change management will share their leadership experiences and provide advices and coaching in a dynamic and conducive environment;

- ◆ The programme should ideally be delivered both in Ukraine and in one EU member state to optimise the focus of the participants and facilitate informal exchanges with speakers, counterparts and training facilitators.

This overall activity (TNA, capacity-building and topical training) should be designed and delivered as a single project, preferably by one expert institution that will provide technical and expert support in implementation of the project (contractor). The three sub-components are part of an incremental and sequential process where each activity is interlinked with the other; failure to ensure operational links between the three sub-components may jeopardise the overall success of the project.

Ideally, the expert institution (contractor) tasked with the implementation of this overall activity should be a training institution from a EU Member States, that has already carried out leadership and change management initiatives for its national civil servants as well as similar capacity-building programmes for training institutions in emerging countries (especially in central and eastern Europe).

IV. MANAGEMENT AND ORGANISATION

The project will be implemented by UNDP and will follow UNDP rules and procedures for project implementation, in line with the Standard Basic Assistance Agreement signed between UNDP and the Government of Ukraine.

Management arrangements will be in line with the international project management standard PRINCE-2, which defines clearly the roles and responsibilities of project stakeholders. The PRINCE-2 standard defines three key roles in the management of a project: Senior Supplier (a donor, expertise provider), Executive (implementing agencies), Senior Beneficiary and Project Assurance (quality control, monitoring and evaluation).

In this project, the role of **Senior Supplier** will be played by the Government of Ireland as a donor and UNDP as expert institution that ensures project implementation as well as substantive support.

The role of **Executive** will be played jointly by the Main Department of Civil Service (or the Centre on behalf of MDCS) acting as Project Implementing Partner (PIP) and UNDP acting as Project Implementing Agency (PIA).

The role of **Senior Beneficiary** will be played by the representative of the MDCS. The role of Senior Beneficiary and Executive should not be assigned by the Main Department to one person / unit.

The role of **Project Assurance** will be played by UNDP, in line with the established UNDP program monitoring and evaluation guidelines (note: project partners take part in monitoring and evaluation).

The MDCS will appoint the **National Project Director**. Decisions on funding, tendering processes, recruitment, contracting and all payment-related matters will be made on the basis of relevant requests by the National Project Director. The National Project Director will fully participate in meetings of personnel selection committee and tenders evaluation committee, where decisions are made by consensus.

Project Board ('steering committee') will be established, consisting of the Executive (MDCS/Centre and UNDP), Senior Supplier (Government of Ireland and UNDP) and Senior Beneficiary (MDCS). The Project Board is the group responsible for making, on a consensus basis, management recommendations for the project. Particularly, the Project Board will have the responsibility to review and approve project documents

and revisions thereto, annual workplans and budgets, quarterly and annual project reports. The Project Board may decide to invite additional members if and when necessary.

The Project Board will meet on a bi-monthly basis. During the first meeting of the project Board, a detailed project budget will be presented.

Furthermore, it is proposed that the Centre will represent the National Implementing Partner in the day-to-day dealings with UNDP and ensure timely and appropriate support from the Ukrainian Government and coordinating all activities in Ukraine; for that purpose, a person should be appointed within the Centre to ensure the inter-face with the UNDP and the correct implementation of the project, in close relationship with the UNDP and the various contractors selected to carry out the activities.

The Center in its project related operations will receive support from a small project office composed of local experts headed if necessary by an international expert and funded from the project budget.

V. MONITORING AND REPORTING PROCEDURES

The project should be monitored according to a Monitoring and Evaluation system (M/E) consisting of inception report, quarterly progress reports and a final report; each report should contain a narrative and a financial section. All reports should be reviewed and approved by the Project Board. In addition, each contractor selected for the delivery of the various project components should comply with specific monitoring and reporting schedule requirements set out for each activity.

The Project Board will, at its first meeting, review and endorse a comprehensive framework for Monitoring and Evaluation (comprehensive set of indicators, annual targets and quality criteria).

VI. KEY ASSUMPTIONS AND RISKS

The key assumption for a successful implementation of this programme is the continuous political support for in-depth reform in the administration and state apparatus. Despite the recent changes since the Orange Revolution, the present Government has maintained the reformist agenda and there is at this stage no sign that this effort will be diluted.

Another assumption is that the new Law on Civil Service will soon be adopted and implemented.

A final assumption is that the MDCS will significantly engage and support the project so to provide the necessary institutional anchorage.

The main risks lie with a possible deterioration of the political climate threatening the reform agenda and the viability of the present project.

VII. IMPLEMENTATION SCHEDULE

The project implementation period will be 23 months, the first month being dedicated to procurement and tenders issues. Each activity will have its own inception and implementation periods to be fixed in the project documentation relevant to each component (refer to V above).

Month	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24
Activity 1		*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Activity 2				*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Activity 3.1				*	*	*	*	*																
Activity 3.2									*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
Activity 3.3				*					*						*					*				*

VIII. BUDGET

Component	Budget (in €)
<i>Activity 0</i> Initiation Stage (preparation of Project Document)	70,000
<i>Activity 1</i> Sensitization and awareness raising	80,000
<i>Activity 2</i> Support to SIGMA reviews	100,000
<i>Activity 3.1</i> Training needs assessment	100,000
<i>Activity 3.2</i> Training capacity development	250,000
<i>Activity 3.3</i> Leadership and change management program	270,000
Project Management Costs	60,000
UNDP Overhead (7%)	70,000
TOTAL:	1,000,000

IX. LOGICAL FRAMEWORK MATRIX

POSITION	INTERVENTION LOGIC	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
Overall Objective	The overall objective of the programme is to contribute to the Ukrainian Government reform programme towards a more transparent and efficient public administration, operating on the basis of EU oriented principles	<ol style="list-style-type: none"> Structures and processes adopted reflect modern concept of Public Service Corruption is minimized through transparency in Public Administration and information made available to civil servants Professionalism is introduced in Civil Service 	<p>Openly advertised vacancies and recruitment procedures as well as written performance evaluation system to select candidates for promotion; Independent, donors and experts institutions reports</p> <p>A new Civil Service Law is adopted</p>	<p>Continuous political support for in-depth reform in the administration and state apparatus</p> <p>The Civil Service Law and its implementing provisions are enacted during the lifetime of the project</p> <p>MDCS will significantly engage and support the project so to provide the necessary institutional anchorage.</p>
Specific Objective	<ol style="list-style-type: none"> To sensitise selected Ukrainian civil servants and political decision-makers on the critical place of the new Law on Civil service to facilitate its swift adoption 	<p>The current legal framework is modified with a new Civil service law upholding basic international standards and principles of public administration</p>	<p>SIGMA analysis; Reports progress.</p>	
	<ol style="list-style-type: none"> To provide the MDCS the necessary tools in terms of analysis, expert advice and monitoring to successfully conduct its mandate in driving the Ukrainian civil service reform process; 	<p>The MDCS is able to influence the policy framework for civil service reform, in a European compatible format reflecting best practices and international standards.</p>		
	<ol style="list-style-type: none"> To build the MDCS capacity in designing and delivering relevant and efficient training modules to civil servants in order to support their role and function in the current Ukrainian civil service, on its way towards a more professional and effective civil service 	<p>The MDCS provides, through competent trainers, a suite of relevant training programmes and leading-edge learning initiatives, reflecting real needs of civil servants.</p>	<p>Changed Training curricula and materials; New interactive teaching techniques and approaches; Up-to-date audiovisual and multimedia techniques</p>	

<p>Activities</p>	<p>1. Sensitisation initiative to promote new values of EU-shaped civil service</p> <p>2. Support for SIGMA reviews</p> <p>3. Training Institution Development</p>	<p>The new law on the civil service & implementing regulations are adopted, reflecting EU "best practice" to the extent consistent with the traditions & realities of Ukraine</p> <p>Sigma expertise is provided on regular or ad hoc basis MDCS is providing input into legislative and regulatory processes as regards civil service reform policy framework</p> <ul style="list-style-type: none"> • Comprehensive Training needs analysis conducted and published • Train the trainers is carried out and training delivered, including modern ways of teaching using up-to-date audiovisual and multimedia presentation techniques; • Needs-oriented Training programme in compliance with the competencies framework is developed, including leadership management initiative for senior staff • Training curricula and materials are designed • A better structured, more efficient and productive Training Institute is set-up 	<p>Progress report Statutes book</p> <p>SIGMA analysis and report; Progress report Statutes book</p> <p>TNA</p> <p>Progress reports</p> <p>Written curriculum of the Training programmes</p> <p>Assessment forms of participants</p> <p>Up-to-date audiovisual and multimedia techniques.</p>	
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X. RESULTS FRAMEWORK

Intended Outcome as stated in CPAP (Expected Outcome) and UNDAF (CP Outcome):

CPAP Outcome 1.1 Accountable citizen-based government promoted
 UNDAF Country Programme Outcome 1.1 Human rights based, gender sensitive and participatory policies, legislation, regulations and practices are in place at the national level.
 UNDAF Country Programme Outcome 1.2 National capacities strengthened to promote, protect and monitor human rights through greater accountability of public institutions.
 UNDAF Country Programme Outcome 1.3 Strengthened transparency of people-centred, public governance operations, frameworks and mechanisms.

Outcome indicators as stated in CPAP and UNDAF:

CPAP 1.1 Anti-corruption measures introduced country-wide

Applicable MYFF Service Line:

MYFF 2.1 Policy support for democratic governance
 MYFF 2.5 e-governance and access to information
 MYFF 2.7 Public administration reform and anti-corruption

Project title and ID (ATLAS Award ID):

Support to Civil Service Reform in Ukraine

EXPECTED OUTPUTS	OUTPUT TARGETS (2007-2009)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
<p>1. To sensitise selected Ukrainian civil servants and political decision-makers on the critical place of the new Law on Civil service to facilitate its swift adoption</p> <p><i>Indicator: The new law on the civil service & implementing regulations are adopted, reflecting EU "best practice" to the extent consistent with the traditions & realities of Ukraine</i></p>	<ul style="list-style-type: none"> • 100 selected journalists, media outlets, top civil servants and members of parliament (including members of Parl. Committees) presented with background literature and sensitisation material • 1 national event for target group (see above) with international and European guests • Representative sample of target group exposed to European experience through field visit in a EU Member State 	<ul style="list-style-type: none"> • Awareness initiative consisting of a mix of brochures, hands-out and concise reading pack aimed at presenting the Civil service Law as a necessary step in transforming the Ukrainian Civil Service into a model compatible with European best practices and minimum standards of public administration; • A seminar to be organised with the view to expose the key personnel involved in the adoption of the new Law to the realities of the Ukrainian civil service and the response and opportunities presented by the draft law; • Two short study tours organised in an EU member state in order to expose a representative sample of the target group with the reality of a European civil service at work operating along the key principles contained in the law 	<p>UNDP</p> <p>MDCS</p>	<p>Design, publication and dissemination to target group</p> <p>Public event and facilitation costs</p> <p>Travel, logistics and organizational costs of two study tours</p> <p>Sub-total 80,000</p>

<p>2. To provide the MDCS the necessary tools in terms of analysis, expert advice and monitoring to successfully conduct its mandate in driving the Ukrainian civil service reform process</p>	<ul style="list-style-type: none"> • A minimum of 2 annual sets of regular analytical and advisory services with respect to improvement of legal framework, internal and external financial control, human resources management, ethics and anti-corruption measures in place in Ukrainian civil service (follow-up of in-depth assessment and regular up-date) • A minimum of 1 monitoring mission per year on the implementation and delivery of the main programmes of assistance to MDCS 	<ul style="list-style-type: none"> • Provision of SIGMA expert advice and analysis in the design and delivery of the main sequences of the civil service reform, • SIGMA monitoring function, assessing the relevance, pace and magnitude of the changes brought forward • SIGMA assistance in benchmarking the progress of the various programmes of assistances delivered within the MDCS (and more specifically the Danish and Canadian projects) and their interaction with the UNDP programme and the overall reform strategy of the Main Department. 	<p>UNDP MDCS</p>	<p>Consultancy fees Travel, logistics and organizational costs Sub-total: 100,000</p>
<p><i>Indicator: The MDCS is able to influence the policy framework for civil service reform, in a European compatible format reflecting best practices and international standards.</i></p>				

<p>3. To build the MDCS capacity in designing and delivering relevant and efficient training modules to civil servants in order to support their role and function in the current Ukrainian civil service, on its way towards a more professional and effective civil service</p> <p><i>Indicator: The MDCS provides, through competent trainers, a suite of relevant training programmes and leading-edge learning initiatives, reflecting real needs of civil servants.</i></p>				
<p>3.1 Training Needs Assessment</p>	<ul style="list-style-type: none"> Needs analysis basics tools developed by in-service training centre Target audience (at least 40 civil servants representatives of civil service population both centrally and regionally) surveyed in respect to essential training needs through questionnaire and focus groups Full TNA report outlining needs areas and thematic choices 	<ul style="list-style-type: none"> Selection of the target audience and assessment questionnaire (Diagnostic phase) Gathering and analysis of information (Analysis and Field work phase) Compilation of Final report (Reporting phase) 	<p>UNDP MDCS</p>	<p>Design of work programme</p> <p>Consultancy fees</p> <p>International Travel, workshops logistics and organizational costs</p> <p>Sub-total: 100,000</p>

<p>3.2 Capacity-building</p>	<ul style="list-style-type: none"> 6 Programme managers (from the in-service training centre) and at least 10 external trainers are trained in key functions of designing, delivering and evaluating training and learning development programmes for civil servants An overall Training and Development programme is available for implementation by the in-service training centre at the end of 2009 	<ul style="list-style-type: none"> Induction of Trainers and Training managers and preparation for competencies development; Train the Trainer programme, ideally conducted in a EU member state training institution to increase buy-in and allow for real immersion into training environment; Establishment of Training and Development programmes as appropriate, including design, marketing and material development; Pilot testing of delivery of training programmes in selected subject areas Overall evaluation and recommendation 	<p>UNDP MDCS</p>	<p>Advice, training, coaching and consultancy fees International travel, logistics and organisational costs Design, dissemination and reproduction costs Sub-total: 250,000</p>
<p>3.3 Leadership and Change Management training</p>	<ul style="list-style-type: none"> 5 sessions of Leadership and Management conducted for 40 senior civil servants (Heads of Ministerial departments and Government Centres) by the end of 2009 	<p>Series of interventions on Leadership and Change management targeting key Heads of Ministerial departments and Government Centres (to be selected by the MDCS in a proportion not exceeding 200 individuals) covering:</p> <ul style="list-style-type: none"> The manager's own leadership capacity and style; A comprehensive systemic approach to change; The capacity to mobilise team of people to initiate change; The role of top management in policy design and formulation 	<p>UNDP MDCS</p>	<p>Advice, training, coaching and consultancy fees International travel, logistics and organisational costs Sub-total: 270,000</p>
<p>Project management</p>	<p>Two national professionals: project coordinator and project associate hired and located in the Main Department of Civil Service for the duration of the project</p>	<p>Coordination of project inputs, preparation of documents required by UNDP for processing of project requests for procurement, recruitment and payment; preparation of project reports, organisation of Project Board Meetings, aob.</p>	<p>UNDP MDCS</p>	<p>Salaries, office supplies, meeting costs Sub-total: 60,000</p>