**ANNEX 1. DESCRIPTION OF THE ACTION**

**Project Title**: **EU-UNDP** **Parliamentary Reform Project**

**Project Number:** 00090398

**EU Contribution Agreement Reference**: 2019/405-178

**Implementing Partner: UNDP**

**Start Date:** February 2019

**End Date:** February 2021[[1]](#footnote-2)

**PAC Meeting date:**

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| **Brief Description** |
| The EU-UNDP Parliamentary Reform Project (PRP) is aimed at strengthening the functioning of the Ukrainian Parliament, the Verkhovna Rada of Ukraine (VRU), to become a progressively more effective, accountable and transparent institution in carrying out its constitutional responsibilities of legislation, oversight, and representation with positive influence on the overall process of EU-Ukraine Association Agreement implementation.  The project strategy is aligned with the priorities of the EU’s Single Support Framework for Ukraine 2018 – 2020, the Government of Ukraine – UN Partnership Framework 2018–2022, and the UNDP Country Programme Document 2018 – 2022. It is built on achievements and lessons learnt of the EU-UNDP Rada for Europe project (2016-2018) and will continue to support parliamentary reform, including through promoting the implementation of the recommendations of the 2016 Needs Assessment Mission (NAM). For the continuation of parliamentary reform, top level leadership and political ownership is key, which will be assured through continuous high-level consultations with relevant stakeholders and full transparency of project implementation.  The project is an EU-funded initiative strongly connected to UNDP’s Democratic Governance Programme and comprises of three components. Component One, #Rada4Reforms, will focus on fostering the parliament’s role in the overall reform process with a particular emphasis on improvement of the legislative process and parliamentary oversight, by providing comprehensive expert support to the implementation of the VRU Roadmap for Internal Reform and Capacity Building, improving the quality draft law expertise and impact assessment, and enhancing parliamentary monitoring.  Component Two, #RadaPro, will support the professional modernization of the parliamentary Secretariat, through the finalisation and implementation of its strategic development plan and comprehensive human resource development, including in the Committee Secretariats, along the lines of broader public administration reform (PAR) and the law "On Civil Service".  Component Three, #Transparent&Service-OrientedRada, by making use of new technologies for communications, civic education and participation in coherence will build stronger transparency and accountability links between parliament and citizens with special focus of increasing public trust to the Ukrainian Parliament.  To provide more targeted support to parliamentary reforms the Parliamentary Reform Office (PRO) will be established within the project, serving as an advisory group to the Leadership and Secretariat of the Verkhovna Rada of Ukraine (VRU) under the general supervision of the VRU Chairperson.  The project will work closely with the European Parliament, other parliaments of European countries, the European Union Delegation and other EU-supported technical assistance projects to ensure the provision of comprehensive technical advice to the Parliament on legislation related to the EU-Ukraine Association Agreement and other areas of reform. |

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**List of abbreviations**

|  |  |
| --- | --- |
| **AA** | EU-Ukraine Association Agreement |
| **CMU** | Cabinet of Ministers of Ukraine |
| **DG** | Democratic Governance |
| **EC** | European Commission |
| **ENPI** | European Neighbourhood Partnership Instrument |
| **EP** | European Parliament |
| **EU** | European Union |
| **EUD** | EU Delegation to Ukraine |
| **HRBA** | Human rights-based approach |
| **HRM** | Human Resources Management |
| **JMD** | Jean Monnet Dialogue |
| **MP** | Member of Parliament |
| **NAM** | Joint Verkhovna Rada - European Parliament Needs Assessment Mission |
| **NDI** | National Democratic Institute in Ukraine |
| **NGO** | Non-Governmental Organisation |
| **PAR** | Public Administration Reform |
| **PRP** | EU-UNDP Parliamentary Reform Project |
| **PRO** | Parliamentary Reform Office |
| **R4U** | EU-UNDP Rada for Europe Project (2016-2018) |
| **ToR** | Terms of Reference |
| **UN** | United Nations |
| **UNDP** | United Nations Development Programme |
| **VRU** | Verkhovna Rada of Ukraine |

# Development Challenge

The Verkhovna Rada of Ukraine (VRU)[[2]](#footnote-3) has been the Parliament of Ukraine since independence in 1991. Ukraine’s 1996 Constitution describes its constitutional role of legislating, voting the national budget, overseeing government action, and representing Ukrainian citizens in the national governance process. The VRU’s powers are articulated within the Constitution that defines *inter alia* the role of MPs, the administration of parliament, and the functioning of parliamentary committees. The VRU is further governed by its Rules of Procedure that also have the status of a law, and which define the functioning of the parliament. The VRU has 450 members, although currently only 423 are elected as elections could not be held in 2014 in the Autonomous Republic of Crimea, the City of Sevastopol, and in the non-government-controlled areas of Donetsk and Luhansk oblasts (NGSA). Half of the members of parliament are elected from single-mandate constituencies and half through a proportional national party list system.[[3]](#footnote-4)

The officials of the VRU Secretariat are covered by the Law "On Civil Service" and act under the leadership of the Head and five Deputy Heads responsible for specific aspects of parliamentary administration. The current maximum number of positions in Secretariat is limited to 1101 positions, while 101 positions remain vacant[[4]](#footnote-5).

Early elections were held for the 8th Convocation of the VRU on 25 October 2014. International observers noted that the election offered voters real choice, and a general respect for fundamental freedoms, but also emphasized that “the newly elected parliament should take the political responsibility to ensure that key reforms are passed to prevent certain bad practices noted in this statement from becoming entrenched.”[[5]](#footnote-6) The elections resulted in the formation of a majority coalition, “European Ukraine”, including the following parliamentary groups (“factions”[[6]](#footnote-7)): faction of the Block of Petro Poroshenko Party (BPP), faction of the Political Party "Narodnyi Front" (“People’s Front”), faction of the Political Party "Union "Samopomich" (“Self-Help”), faction of the Political Party "All-Ukrainian union "Batkivshchyna" (“Fatherland”) and faction of the Radical Party of Oleh Lyashko. By 2016, the three smaller parliamentary groups had all left the coalition which in early 2018 is comprised of the factions of the BPP and the Narodnyi Front, and which nominally represent 219 members and thus a small governmental coalition majority. As a result the VRU adopts decisions with votes from factions (groups) not represented in government, as well as from independent members of parliament.

On 14 April 2016, Andriy Parubiy, of the faction of Political Party "Narodnyi Front", was elected as the Chairperson, replacing Volodymyr Groysman of the BPP, who took up the office of Prime Minister. The Ukrainian authorities elected in 2014 embarked on an explicit path towards European integration, including through signing the EU-Ukraine Association Agreement that came into full effect in 2017 and which establishes a clear framework for governance reform based on a European democratic market economy. Since 2016, the government had to rely on a much more volatile and unpredictable process of forming legislative majorities in parliament but in a number of areas reform legislation continued to be adopted by the VRU.

The project will also contribute to the overall implementation of the EU-Ukraine Association Agreement by supporting targeted improvements in strategic legislative planning and prioritisation, as well as upgrading legislative development (drafting) processes and methodologies (where necessary) taking into account the AA implementation requirements. This work will be guided, among other policy documents, by the 2018-2019 EU-Ukraine Association Agreement Legislative Roadmap (“AA Roadmap”)[[7]](#footnote-8) which was designed to steer the parliamentary process with regard to the implementation of AA commitments and to contribute to high level coordination between the Government and the VRU with regard to AA implementation. The AA Road Map was endorsed by the VRU and the Government on 28 February 2018[[8]](#footnote-9). It aims to ensure quality AA-related legislation and to speed up the process of legislative adaptation.

***Current challenges and Lessons Learnt***

The VRU, like other state institutions of Ukraine, is in the process of transformation into a modern democratic legislature based on a European democratic model. The process of democratisation in Ukraine has faced a number of challenges including the heritage of an authoritarian governance model, divergent ideological and geostrategic perspectives, and cycles of popular unrest and regime change, most recently during the 2014 Maidan Revolution, when the previous government was deposed through a popular uprising, leading to Presidential and Parliamentary elections in 2014.

While the constitutional and legal framework for democratic governance in Ukraine is well-developed, if in the views of many observers over-legislated, the party-political system is weakly institutionalized, with most parties lacking a clear programmatic vision. Ukrainian MPs generate a plethora of legislative proposals, few of which become law (which is sometimes referred to as “legislative spam”). For example, in the 6th session of the 8th Convocation, from 21 February to 14 July 2017, MPs submitted 402 legislative proposals, compared with only 87 from the government, and 19 from the Presidency. The proportion of MP proposals that become law is low, rising from 7% to 18% of laws proposed in the years 2014 – 2017. Government legislative efficiency is also low by international standards: between 2014 and 2017 the proportion of government legislative proposals that became law rose from 40% to 45%. In both of these areas, legislative efficiency is slowly improving, however the legislative pressure on the VRU remains intense due to Ukraine’s commitment to enact the EU acquis contained within the Association Agreement as well as other international treaties and obligations, along with an ambitious state reform agenda.

A democratic parliament is a body in which different political forces both work together to enable the institution to function and compete with each other to further their specific agenda. In a well-functioning parliament in an established democracy, the ‘rules of the game’ through which the institution functions are commonly accepted, enabling decisions to be made consensually in areas related to the management and operating rules of the institution. Even in established democracies, however, political competition more or less frequently impinges on institutional organization, resulting in disruptions to parliamentary procedures, boycotts, etc.

In principle, the administration of parliament should be separated from the political decision-making processes. Typically, the parliamentary administration in an established democratic parliament is largely insulated from political influence, although this is never absolute, and parliamentary officials in every country must carefully balance neutrality with their obligation to assist MPs from every different political grouping with widely divergent agendas. In Westminster-type parliaments, the Speaker typically resigns from party allegiance and leads the institution as a neutral figure. This is not the case in most parliamentary systems with a Napoleonic heritage, including Ukraine, where the Chairperson of the VRU (Speaker) remains a political figure while at the same time also having responsibility for setting administrative direction. As a result, it is not possible in a parliament such as the VRU to separate internal reform (e.g. strengthening capacity of the parliamentary Secretariat) from wider political reform of the legislature, and internal (administrative) reform requires the support of the Chairperson, the management of the parliamentary Secretariat and the Chairperson’s Office[[9]](#footnote-10), who remain key actors in both political and administrative reform, and support of other parliamentary factions, committees is required in advancing both reform processes.

As part of the institutional reforms inherent in Ukraine’s European orientation, the VRU embarked on a comprehensive reform strategy developed through a partnership with the European Parliament and with support of international development partners including UNDP. A ‘Needs Assessment Mission’ (NAM) headed by former European Parliament President Pat Cox in 2015/2016 resulted in the adoption of the VRU resolution of 17 Mach 2016 "On measures with regard to implementation of the recommendation on internal reform and strengthening institutional capacity of the Verkhovna Rada of Ukraine" (hereafter - VRU Roadmap for Internal Reform and Capacity Building)[[10]](#footnote-11). It includes 52 recommendations covering the following reform priorities:

* legislative capacity and legislative process within the VRU,
* political oversight of the executive,
* openness, transparency and accountability of the Parliament to citizens
* approximating Ukrainian legislation to the EU acquis,
* administrative capacities,
* coalition, opposition and dialogue within the VRU,
* respecting ethical norms and standards within the VRU.

In order to facilitate the internal reform and capacity building process, in partnership with the European Parliament, and with support from NDI and the EU-UNDP Rada for Europe Project, a ‘Jean Monnet Dialogue’ (JMD) process has been established that regularly brings together the leaders of parliamentary groups to achieve high-level agreement on reform areas. Based on these agreements, the Working Group on Rada Reform[[11]](#footnote-12) comprised of MPs representing parliamentary factions (groups) develops and promote concrete proposals on activities. Though the Working Group on Rada Reform held only five meetings (the last one on 14 November 2017) it already has some intermediate results, such as registered new draft Laws No. 5522 amending Rules of Procedures with a view to bring it into compliance with the Constitution of Ukraine; No. 6256 on optimization of the quantity of the VRU Committees, paralleling them to the ministerial portfolios; No. 7550 on D’Hondt method of distributing committee seats. Draft laws No. 6256 and 7550 were adopted in the first reading in April 2018.

In parallel, the parliamentary administration has moved forward on reforms within its competence that do not require legislative changes. In particular, the VRU Secretariat had developed Communication and e-Parliament strategies (with R4E support), launched development of the HR strategy and the strategic development plan, as well as introduced an electronic discussion platform in test mode.

The VRU has made significant progress towards its goal of becoming a more effective and efficient institution, through following the VRU Roadmap for Internal Reform and Capacity Building. Overall, in the mid of 2018 37 of the 52 recommendations had been fully or partially implemented. In April 2018, a set of draft laws were adopted in the first reading providing for improvement of the parliamentary process[[12]](#footnote-13), as a direct result of the NAM recommendations and high-level consensus achieved within the JMD.

However, the institution continues to be faced by important challenges that in turn hamper Ukraine’s transformation into an effectively institutionalized democracy. The VRU continues to be faced by an overwhelming legislative workload which needs to be addressed within the VRU Rules of Procedures. To effectively support the VRU’s constitutional functions the VRU Secretariat requires implementation of strategic development plan, structural reorganisation and a forward looking human resources strategy, limited experience in conducting effective government oversight. Finally, the issues of public perception and of citizen understanding of the Parliament activity, including introduction of effective tools for citizens' engagement into parliamentary process is still high on the agenda.

Among the most significant challenges the VRU faces are the extremely low rate of trust and confidence in the institution among the general public (7% as of December 2017[[13]](#footnote-14)), and the difficult of sometimes unclear relationship it has with the Cabinet of Ministers and the Presidential Administration. Numerous reports have indicated that rules of procedure are frequently ignored in practice, and have inter alia emphasized the need to eliminate proxy-voting.

A public trust in institutions is generally low in Ukraine. However, even among the key institutions, the VRU fares unfavourably.[[14]](#footnote-15) The 2017 World Development Report identified exclusion, capture, and clientelism as manifestations of power asymmetries that that lead to failures to achieve security, growth, and equity.[[15]](#footnote-16) The challenge with affecting the dynamics within the primary political arena embodied by the parliament is that it is at the same time the seat of national sovereignty and the representative of the will of the people. Assisting parliaments from outside with an effort to promoter certain political outcomes (reforms) over others (decisions that favour clientelist interests) must therefore be undertaken with utmost care to not interfere in the political process, or even be perceived to do so. At the same time, external support cannot be entirely indifferent to political outcomes. In order to achieve sustainable improvements in security, growth, and equity or to attain the goals stipulated in Agenda 2030[[16]](#footnote-17), effective policy interventions must therefore work through shifting the incentives of those with power, reshaping their preferences in favour of good outcomes.[[17]](#footnote-18)

As revealed by the Global Legislative Openness Conference, hosted by the VRU in May 2017, greater openness of the parliament will also display the deeply diverging views among politicians and expose corruption. Greater openness therefore only contributes to increasing public trust in parliament if it is accompanied by greater downward accountability of political leaders and parliamentarians to voters and the general public, and broader possibilities for the public to engage in the parliamentary activities including by providing views and proposals related to legislative and oversight functions of parliament. As the project period coincides with two important electoral events – the Presidential elections in March 2019 and the Parliamentary elections expected for October – the ability of parliament and political parties to focus on reforms is likely to diminish, while at the same time the opportunity to achieve outcomes that lead to a more trusted parliament are significant.

The complicated constitutional and political relationship of the VRU with the executive is an important factor to be taken into account in the context of providing assistance to parliamentary reform. Ukraine had considered changing the current parliamentary-presidential system to move toward premier-presidentialism through limiting presidential powers and enhancing the power of parliament over the Cabinet of Ministers. The constitutional reform process has however been paused in this regard. A Constitutional Commission remains in place and a working group has elaborated proposals for constitutional amendments in this regard, with active support from the Venice Commission and other international experts. For the time being, however, it appears unlikely that constitutional changes will be on the agenda in the foreseeable future.

For continued parliamentary reform, including during and beyond the reconstitution of the parliament in the context of the 2019 parliamentary elections, broad and inclusive top level ownership and leadership among political actors is a key requirement. The full support by the VRU Chairperson and the parliamentary Secretariat (the “Apparatus”) is essential, but it must be complemented by the endorsement of various factions and groupings of MPs in parliament and must be broadly supported by the citizenry as the demos. Accordingly, internal and external communication on the project’s goals and achievements is key, and will be prioritized throughout project implementation.

Key lessons learned from EU-UNDP Rada for Europe project (2016-2018) should be also taken into account while project development:

1. The initial project planning carried out by UNDP and EU was too optimistic about the possibility for rapid institutional reform. As a result, a revised logframe has been drafted at the final stage of the project. To avoid previous mistakes the project implementation plan should be developed with better consideration of the political context, high workload in the Parliament in terms of the draft laws and should be thus made more realistic and not over-ambitious. Particular attention should therefore be paid to improvements in organisation and management of the VRU Secretariat[[18]](#footnote-19), notably through institutional and functional adjustment, as well as facilitating effective HR management practices and on-the-job education programs.
2. To improve future programming a longer-term strategy should have been being incorporated into the project design, especially regarding constant electoral process and political turbulence affecting reforms.
3. A possibility of supporting the Parliament with creation of the special advisory body under the VRU secretariat in a form of the Parliamentary Reform Office could be considered an opportunity to facilitate the VRU internal reform process and further enhance its institutional capacity, notably in prioritising and conceptualising reform actions, as well as project management.
4. It is important to support innovative and collaborative relationships between parliament, government and civil society as complementary necessary building blocks for effective parliamentary institution, in particular before and after the 2019 parliamentary elections. There is also a high need to support the equitable participation of women and disadvantaged groups in the work of the VRU.

# Strategy

The overall objective of the **EU-UNDP Parliamentary Reform Project (PRP)** is to strengthen the functioning of the Verkhovna Rada of Ukraine (VRU), including its Secretariat, on the path towards building a performing, trusted and transparent parliamentary institution able to effectively carry out its constitutional responsibilities of legislation, oversight and representation in line with best European democratic parliamentary practices.

The project strategy is aligned with the priorities of the EU’s Single Support Framework for Ukraine 2018 – 2020, the Government of Ukraine – UN Partnership Framework 2018–2022, and the UNDP Country Programme Document 2018 – 2022. It is built on achievements and lessons learnt of the EU-UNDP Rada for Europe project (2016-18) and will continue to support parliamentary reform, including through supporting the implementation of the VRU’s Roadmap for Internal Reform and Capacity Building of 17 March 2016. This Roadmap is based on the 2015-2016 Needs Assessment Mission (NAM), which shall be considered as a cross-cutting element addressed within the scope of the project, when appropriate and relevant.

The project will also closely coordinate with and complement the second phase of the EU-Association4U project and other EU-funded sectorial initiative, notably to ensure effective prioritisation and planning of legislative process related to the EU-UA Association Agreement at both the parliamentarian and governmental level. In this view, a reinforced legislature and its services/staffers, well-equipped with the relevant expertise and support from the EU side is viewed as a precondition to timely implementation of legal obligations foreseen by AA. Furthermore, the project will also closely coordinate with and complement the USAID RADA program, notably with regard to parliamentary education centre and training activities for MPs. A detailed description of the project's approach to inter-project cooperation and coordination in the areas related to parliamentary reform, strategic framework for legislative support to AA implementation and relevant aspects of the Public Administration Reform (PAR) is provided in the section "Partnerships" below.

Specifically, the project strategy responds to the EU Single Support Framework Sector One, “Strengthening institutions and good governance”, with its emphasis on “inclusive and evidence-based policy and legislative development”, and “improved democratic decision-making processes”, through “more effective and efficient legislative structures and procedures at all levels and for all policy areas promoted”, and “improved practices of non-government stakeholders participation in policy making”. The EU/OECD Principles of Public Administration and other relevant standards will also be providing guidance as applicable. Furthermore, the project reflects the vision and principles of the EU Global Strategy (Council Conclusions, Oct 2016), the New European Consensus on Development 'Our world, our dignity, our future' (Jun 2017) and the EU Action Plan on Human Rights and Democracy (2015-2019). Lastly, the project will be implemented within the UNDP’s Democratic Governance programme which aims to contribute to the achievement of Agenda 2030 on Sustainable Development, in particular Goal 16: “Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels”, and to foster the role of the parliament in the implementation of the agenda across all thematic policy areas.

The project’s overall approach will be to reflect the EU and UNDP experiences in supporting sector reforms and public administration reform through Ukrainian Reform Architecture, including Reform Delivery Office of the Cabinet of Ministers and Reform Support Teams in the selected ministries under the umbrella of "EBRD-Ukraine Stabilisation and Sustainable Growth Multi-Donor Account" (hereafter – EBRD MDA). In particular, the project will adjust and adapt this approach to the extent possible to the legislature, while keeping in mind the constitutional and institutional specificities of parliament. For this purpose, a significant part of the project will be delivered through an advisory group to the VRU leadership and Secretariat - Parliamentary Reform Office – which is expected to be established as a part of the project's implementation mechanism, notwithstanding and without affecting the existing legal structural framework of the parliament, which is determined by the Constitution and applicable legislation. The approach is based on the understanding that the parliament itself is the driver and owner of its reform agenda, and that assistance in this regard will be provided on the basis of the decisions of parliament under and in follow up the VRU resolution of 17 Mach 2016 "On measures with regard to implementation of the recommendation on internal reform and strengthening institutional capacity of the Verkhovna Rada of Ukraine" (Roadmap).

The core project team will be recruited to implement the project in accordance with the results framework and annual work plans. Managerial duties for the day-to-day running of the project will be delegated to the Project Coordinator/Parliamentary Reform Team Lead, selected by UNDP through a competitive and transparent selection process.

***Project phases***

Regarding regular parliamentary elections in October 2019 the project will be implemented in three phases. The **inception phase (February – April 2019)** will focus on the launch of the project, recruitment of project core team and key positions in Parliamentary Reform Office (PRO), preparation of the initial project work plan, finalisation of the PRO work plan for 2019, revision of the project deliverables.

The **first implementation phase (April 2019 – Dec 2019)** will focus on strengthening horizontal management functions of the VRU Secretariat and Committees based on VRU Roadmap for Internal Reform and Capacity Building and relevant existing and upcoming parliamentary strategies (Communications, including Open Parliament Action Plan, e-Parliament Strategy, HRM Strategy, Strategic Development Plan of the VRU Secretariat, etc.). In particular, the project will focus on strategic planning, parliamentary procedures and working processes, parliamentary oversight, internal organisation of the VRU Secretariat, human resources policy and tools, legislative process, including legislative drafting requirements, guidelines and analytical tools, etc.

To achieve its goals, the project will use several assistance tools, including establishment a Parliamentary Reform Office (PRO), with the aim of the PRO being fully operational by April 2019.[[19]](#footnote-20) The project team will consult with the key stakeholders from the VRU (including the Chairperson's Office, management of the VRU Secretariat and all parliamentary group and committees leaders) to make sure that the needs of the beneficiaries are properly addressed and lessons learnt from the operation of a similar support structure at the government – Reform Delivery Office under the EBRD MDA – is taken into account. This approach shall ensure that the PRO has strong legitimacy in the eyes of the current and future parliament. One of the objectives of the PRO is to serve as a continuity link between the current and the new convocation, ensuring sustainability of the reform processes. The project will also contribute to the improvement of the VRU Rules of Procedure regarding implementation of the VRU Roadmap on Internal Reform and Capacity Building, and urgent need to improve end-to-end legislative process, parliamentary oversight and, in general, parliamentary involvement in the view of timely AA implementation. PRP will also consider capacity building of the VRU Secretariat and HRM issues as priority issues of the first implementation stage.

The **second implementation phase (Jan 2020 – February 2021)** will be implemented during the next VRU convocation, with the view of further strengthening horizontal management functions of VRU structures in the decision-making process, legislative planning and development, coordination and implementation of human resources policy, as well as improving legislative development process and parliamentary oversight. This will be achieved through targeted advisory support based on relevant national (e.g. 2016-2020 PAR Strategy, as applicable) and international experience, as well as through the PRO attached to the VRU’s political and administrative leadership. The detailed priorities and tasks of the second phase will be determined based on the achievements of the first implementation stage regarding revisions after parliamentary elections.

The PRO design, structure, salary levels, monitoring and reporting arrangements, selection and recruitment process will take into account the Guidelines for establishment of RSTs in the executive branch of Government, as well as Guidelines for recruitment of reform support team (RST) within selected central executive bodies of Ukraine as developed and supported by the EU and other donors (attached). The PRO work plan (*see* *Annex 2*) is developed in accordance with project Results Framework (Chapter V) and will be adjusted regarding pace of the VRU reform and available resources.

***Theory of change***

The support to parliamentary reform in Ukraine is embedded in the broader effort of promoting democratic governance reforms, which is one of the pillars of the UN Partnership Framework and also one of the main priorities of the EU Single Strategic Framework for Ukraine and the UNDP Country Programme Document. The theory of change of this project is therefore to be understood within the broader theory of change inscribed in those strategic documents.

The project aims primarily at supporting the capacity building process of a single institution, i.e. the parliament, which is, at the same time, the highest platform for reflecting political dynamics in Ukraine, which will be renewed in an election during the implementation period, as well as the permanent secretariat structures and processes, that remain through and beyond the electoral cycle. This has significant consequences for the underlying theory of change, which must reflect the highly volatile and political context in which the project operates.

The theory of change underpinning the project is built on the central role of a parliament in democratic governance, and the necessity of a parliament to carry out its constitutional roles effectively, efficiently and openly. Effective Parliament’s support as the legislative body to reforms, notably AA-related, will enable improved lives for citizens and citizen’s engagement and ultimately trust in the institution and in democratic processes. Whether this outcome can be achieved does not ultimately depend on the project or any international assistance, but rather the decisions of Ukraine’s sovereign institutions. However, this project aims to bolster reform-oriented elements such as key horizontal functions (strategic planning, parliamentary procedures & working processes, internal organisation, human resources, policy making and legislative development framework, accountability and relationships, etc.) and create incentives for long-term positive change in terms of responsiveness, accountability, effectiveness and transparency. Across its three components (each component corresponds with the output-level change), #Rada4Reforms, #RadaPro, and #Transparent&Service-OrientedRada, the project targets at enhancing core building blocks that are likely to improve institutional effectiveness and public engagement and trust.

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| The overarching **THEORY OF CHANGE** is that  ***IF***   1. Parliament is able to produce quality reform legislation that is in line with the EU-Ukraine Association Agreement and relevant international obligations and commitments; 2. The VRU is able to exercise its constitutional functions of legislation, representation and oversight more effectively, and 3. its procedures become more transparent, inclusive, innovative and in line with good European practices,   ***THEN***  the people of Ukraine will benefit from improved legislation and on-going reforms in mid- and long-term perspective,  ***BECAUSE***  the VRU will progress towards its goal of becoming an effective and trusted institution resistant to major political shocks that may occur. |

***#Rada4Reforms***

It is expected that ***if*** the parliamentary legislative process, including legislative drafting requirements, guidelines and analytical tools is improved, ***if*** the enhanced technical capacity of VRU structures provides for progressive increase in the quality of draft legislation, including budget, economic, environmental, inclusivity and gender impact assessments, ***if*** expert support is provided to strategic planning and prioritisation of legislative initiatives, as well as cross-party dialogue for internal parliamentary reform and capacity building of the VRU Secretariat, ***if*** the Parliament can better exercise its functions of parliamentary oversight in a streamlined relationship with the executive branch of power, ***then*** the VRU will be able to contribute to a sustained reform process, ***because*** the VRU will become a more efficient institution able to provide effective institutional checks and balances while advancing the reform agenda within implementation of the EU-Ukraine Association Agreement and other strategic policy frameworks.

***#RadaPro***

***If***the VRU’s Secretariat undergoes strategic development in line with the principles and regarding lessons learnt from ongoing Ukraine's Public Administration Reform (PAR); ***if*** it has human resource management policy, including staff planning, effective practices of recruitment and performance appraisal, general and individual training plans in line with the current legislation on civil service and best HR standards in public sector; and ***if*** it has a rational and coherent organisation, as well as effective working processes, ***then*** the VRU’s Secretariat will be able to ensure effectively functioning of the VRU, its bodies and MPs, ***because*** targeted activities related to implementation of the strategic planning approach, improved Rules of Procedures of the VRU, revised methodologies for legislative planning and development, rationalised structure of parliamentary committees and VRU Secretariat, coordinated human resource development strategy will result in an effective and professional politically-neutral civil service necessary to underpin parliamentary work.

***#Transparent and Service-Oriented Rada***

***If***theVRU effectively engages with and communicates to the citizens of Ukraine and external audiences, implementing new technologies for information sharing, communication, dialogue, and providing necessary tools for openness, integrity and transparency in line with Ukraine's Concept of e-governance development and E-Parliament Strategy and Communication Strategy ***then*** the VRU will becomeaprogressively more open, transparent, service-oriented and responsive institution, engaging citizens in its work, including through innovative and secure use of new technologies ***because*** the applied strategy will enable effective public engagement in the policy process, will support transparent decision-making, and will build public trust in the Parliament.

All 3 outputs of the Project will be geared to address the identified 3 development gaps and challenges, ensuring the Project’s Outcome: **“The Verkhovna Rada of Ukraine is a progressively more effective, accountable and transparent institution in carrying out its constitutional responsibilities of legislation, oversight, and representation with further positive influence on the overall process of EU-Ukraine Association Agreement implementation.”**

# Results and Partnerships

**Expected Results**

**Outputs**

As regard to structure of project's results, it is proposed to focus the project on improving the main horizontal management functions that are essential for Parliament's performance, and in alignment with the administrative support agreement between the European Parliament[[20]](#footnote-21) and the VRU, as well as partnerships with three European member state parliaments.[[21]](#footnote-22) The project will cover the following issues:

**Output1. #Rada4Reforms**

* #WellTunedRada. Improvement of the legislative process (introduction of the end-to-end legislative approach through pre- and post-legislative scrutiny, upgrading legislative drafting requirements guidelines, guidelines and analytical tools, strategic planning and prioritization of legislative process with a specific focus on AA-related legislation). In particular, the project will aim at supporting a unified legislative framework covering all actors of legislative initiative, including:
  + Strengthening requirements to explanatory notes to draft legislation in the areas of environmental impact assessment, HRBA, gender-based approach etc., including preparation of relevant guidelines and analytical tools;
  + Improving quality control of legislative process, notably through improving process and guidelines ensuring coherence and quality of legislative drafting, as well as regular analysis of sample of draft legislation and relevant explanatory materials with regard to their compliance with the applicable requirements and guidelines ;
  + Building capacity of VRU Secretariat staff in conducting expertise of the draft laws based on new requirements, guidelines and analytical documents linked to legislative drafting.
  + Building capacity of relevant stakeholders (MPs, assistants to MPs) in applying upgraded legislative drafting requirements, guidelines and analytical tools;
  + Strengthening the Parliament-Government cooperation framework with regard to legislative planning and prioritisation;
  + Legislative drafting process and guidelines at both Parliament and Government are streamlined to ensure coherence and quality of legislative drafting.
* #OversightRada. Strengthening parliamentary oversight, facilitating new practices of cooperation and coordination between legislative and executive powers (development and support in implementation of the oversight plans of the VRU Committees, including preliminary consultations, preparation of analytical documents (studies) for specific oversight measures, improving the practice of 'Government Hour ' in the VRU, improvement of relevant provisions of the Rules of Procedures (where necessary), enhancing the institutional and procedural framework for the Parliament-Government cooperation with regard to monitoring under international human rights treaties (CEDAW, UPR, CRC, CAT etc.), as well as improving capacity of VRU Secretariat to contribute to such monitoring.

**Output 2. #RadaPro**

* #StaffedRada. Based on an HRM Strategy and its annual action plans to be developed and adopted in line with the law "On civil service" and taking into account the lessons learnt from the 2016-2020 PAR Strategy, the project will facilitate new HRM practices in the parliamentary secretariat including secretariats of the parliamentary committees, notably, effective recruitment planning and attraction of candidates, merit-based and transparent selection procedures and tools, coherent performance appraisal system linked to training and remuneration policy, etc. Relevant actions will also be taken to improve transparency and efficiency of the HR policy with regard to assistants to MPs based on initial analysis made by the Rada za Evropu project. This will also include aligning relevant legislation (e.g. law "On parliamentary Committees" and law "On civil service") with the needs and requirements of service and HRM in VRU secretariat and secretariats of the parliamentary committees. Particular attention will be paid to delivering trainings (mainly online) on key topics for parliamentary reform and capacity building for various categories of staff (VRU Secretariat, MPs, assistants to MPs) in close cooperation of the relevant government stakeholders (e.g. National Agency on Civil Service) and other EU funded projects.
* #StructuredRada. Based on a targeted institutional analysis (e.g. functional reviews) of the VRU Secretariat, the project will work on improvement of organizational structure to strengthen the VRU Secretariat capacity on legislative scrutiny, communication, civic education, and oversight), management (e.g. internal processes within the VRU Secretariat, budgeting, etc.) and performance framework of the parliamentary Secretariat including parliamentary committees as part of the development of the system of appraisal of staff (see above). This work will be structured in the framework of the Secretariat strategic development plan to be finalized and adopted based on appropriate institutional analysis and engagement with all stakeholders.

**Output 3. #Transparent&Service-OrientedRada**

* #eRada. Implementation of e-Parliament Strategy, including various initiatives such as paperless and other green practices, digital legislative process, registration and voting procedures for MPs[[22]](#footnote-23), etc. This will also include support to introduction of effective IT-based tools aimed at strengthening citizens’ engagement in the legislative and oversight processes (including electronic petitions, broader involvement of public in discussion on draft legislation and public oversight), development and adoption of relevant legislative framework.
* #Rada4U. Ensuring an overall framework for parliamentary communications and civic education through implementation of the Communication Strategy, based on annual action plans, including internal (within the Parliament) and external (with key EU and UA stakeholders) strategic communication, notably on the following topics: 1) parliamentary reform in UA; 2) public administration reform in UA (from Parliament angle); 3) overall reform process in UA (from Parliament angle).

Within this component and the entire project, the visibility of EU support and involvement will be ensured.

The monitoring and evaluation activities, outlined in Section V, will ensure the timely delivery of the results listed above, and provide evidence for any necessary programmatic adjustments.

***Activities and Expected Deliverables:***

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **#** | **Activities** | **Expected Deliverables by the Project[[23]](#footnote-24)** | **Assumptions with regard to the implementation of expected deliverable by the Parliament [[24]](#footnote-25)** | |
| **Output 1. #Rada4Reforms** | | | | |
| **Expected Result 1.1 Improvement of the legislative process (#WellTunedRada)** | | | | |
| 1.1.1 | Support to introduction of the end-to-end approach to legislative process, notably through pre- and post-legislative scrutiny | Methodology on pre- and post-legislative scrutiny developed and discussed with the concerned stakeholders, including detailed guidelines for VRU Secretariat staff, assistants to MPs and other stakeholders (MPs, etc.).  Upgraded legislative drafting requirements, guidelines and analytical tools are prepared and discussed with the concerned stakeholders. Their introduction is facilitated, notably by policy dialogue and relevant communication activities.    Online training course on the methodology on pre- and post-legislative scrutiny developed and launched (as part of the VRU Secretariat training policy implementation)    Other online trainings on legislative drafting process for MPs’ assistants and other stakeholders (based on upgraded legislative drafting requirements, guidelines and analytical tools)  Recommendations on necessary tools and practices to ensure coherence of the VRU-CMU requirements for legislative drafting and relevant guidelines, as well as to enhance cooperation on legislative development are prepared and discussed with relevant stakeholders. Support to their implementation is provided both to Parliament and Government.  Desk study on the quality compliance of the legislative drafting practices with the applicable requirements and guidelines performed under AA implementation (based on a sample of draft legislation and agreed methodology), including relevant recommendations.  At least 50 staff of the VRU Secretariat and committees have knowledge and skills on pre- and post-legislative scrutiny.  Recommendations on improvement of preliminary expertise of draft legislation (draft legislation budget, economic, environmental, inclusivity, and gender) provided.  Amendments to the legislation on end-to-end legislative process drafted in cooperation with the CMU, SCMU and other stakeholders (submission to the VRU and discussion of the concepts of the draft laws, introduction of MP proposal, strengthening requirements to explanatory notes to draft legislation, improvement of preliminary expertise of draft legislation, etc.). Their introduction is facilitated, notably by policy dialogue meetings and relevant communication activities.  Facilitate the introduction of the relevant draft amendments to the VRU Rules of Procedure. | | Methodology adopted at appropriate level and applied by relevant staff  Upgraded legislative drafting requirements, recommendations, guidelines and analytical tools adopted at appropriate level and applied by relevant stakeholders.  Trainings are included into the Parliament's training portfolio, its implementation and technical maintenance is ensured by relevant services of the VRU Secretariat  As above.  Recommendations are endorsed by Working Group on Internal Reform, as well as the PAR Council (at Government level).  Implementation of the recommendations is regularly monitored by the Working Group on Internal Reform  Amendments to the VRU Rules of procedures prepared and adopted.  Desk study presented at the Working Group on Internal Reform.  Implementation of the recommendations is regularly monitored by the VRU Secretariat services and reported to the Working Group on Internal Reform    Relevant staff is identified as part of the needs assessment and possibly as part of the annual performance appraisal.  Recommendations are considered and endorsed at appropriate level.  Implementation of the recommendations is regularly monitored by VRU Secretariat services and reported to the Working Group.  Amendments are considered and endorsed by Working Group on Internal Reform.  Relevant draft legislation submitted and adopted.  As above. |
| 1.1.2 | Strategic planning of legislative process with a specific focus on AA-related legislation | Recommendations for strategic planning of legislative process, including that related to AA implementation. Their introduction is facilitated, notably by policy dialogue and relevant communication activities.  Online tool for monitoring of the strategic legislative initiatives at each stage of the VRU legislative process accessible to all parliamentary and government stakeholders developed and implemented.  Regular update of the Joint Government-Parliament Roadmap on European integration updated in close cooperation with the government and aligned with the Action Plan on AA implementation.  Monitoring mechanism on the consideration of the Road map draft laws at each stage of the VRU legislative process developed. | | Recommendations on strategic planning of legislative process are endorsed at appropriate level. Their implementation is regularly monitored by VRU Secretariat services and reported to the VRU leadership.  Online tool is included into VRU IT infrastructure, its implementation and technical maintenance is ensured by relevant services of the VRU Secretariat.  Updated Roadmaps are endorsed by both Parliament and Government at appropriate level; their implementation is monitored by the relevant VRU Secretariat services and reported to VRU and Government stakeholders.  Monitoring mechanism is formalised at appropriate level and implemented by the relevant services of VRU Secretariat. |
| **Expected Result 1.2. Strengthening parliamentary oversight, facilitating new practices of cooperation and coordination between legislative and executive powers (#OversightRada)** | | | | |
| 1.2.1 | Development and support in implementation of the oversight plans of the VRU Committees, including preliminary consultations, preparation of policy documents | Recommendations for parliamentary oversight based on good international practice developed (including SDGs, HRBA and gender) and agreed with the Parliament.  Template of oversight plans for VRU Committees drafted and piloted.  Oversight plans of 6 VRU Committees developed based on the good practice of peer committees from the Parliaments of European countries.  Online training course on parliamentary oversight practices developed and launched (as part of the VRU Secretariat training policy implementation).  Capacity of staff of 6 VRU pilot Committees, on parliamentary oversight built based on the above online training course.  1 learning mission to EP/EU countries/expert mission organised for MPs and VRU Secretariat and committees staff. Alternatively, an expert mission (workshop) is organised. | | Recommendations are endorsed by Working Group on Internal Reform. Their implementation is regularly monitored by VRU Secretariat services and reported to the WG.  Template is adopted by the Parliament at appropriate level and applied by relevant staff.  Oversight plans adopted by the relevant VRU Committees and their implementation is ensured by relevant staff and regularly monitored by the Committees.  Training is included into the Parliament's training portfolio, its implementation and technical maintenance is ensured by relevant services of the VRU Secretariat.  Relevant staff is identified as part of the needs assessment and possibly as part of the annual performance appraisal.  Recommendations on implementing best practices prepared by participants of the learning mission and implemented in the VRU. Their implementation is regularly monitored by WG. |
| 1.2.2 | Improving the practice of 'Government Hour' in the VRU, improvement of relevant provisions of the Rules of Procedures, where necessary | Amendments to the oversight provisions of the VRU Rules of Procedure drafted based on good examples of international practice. Their introduction to the VRU in Rules of Procedure is facilitated, notably by appropriate policy dialogue meetings and communication activities. | | Amendments are considered and endorsed by Working Group on Internal Reform.  Relevant draft legislation submitted and adopted. |
| 1.2.3 | Enhancing VRU capacity in the monitoring under international human rights treaties (CEDAW, UPR, CRC, CAT etc.). | Recommendations on the strengthening VRU capacity in monitoring under international human rights treaties (CEDAW, UPR, CRC, CAT etc.) developed.  Capacity of at least 20 MPs from committees and 20 VRU Secretariat staff on monitoring under international human rights treaties (CEDAW, UPR, CRC, CAT etc.) increased through trainings, expert discussions etc. | | Recommendations are considered and endorsed by Working Group on Internal Reform. Their implementation is regularly monitored by the VRU Secretariat services and reported to the WG.  Training is included into the Parliament's training portfolio, its implementation and technical maintenance is ensured by relevant services of the VRU Secretariat. |
| **Output 2. #RadaPro** | | | | |
| **Expected Result 2.1. Introducing new HRM practices (#StaffedRada)** | | | | |
| 2.1.1 | Finalization and implementation of an HRM Strategy in line with the law "On civil service" and based on annual action plan | HRM Strategy and its annual action plans finalized, discussed with the VRU stakeholders and the EP Secretariat.  Recommendations on the implementation of priority tasks developed and their implementation by the VRU Secretariat supported in the framework of relevant action plans.  Monitoring and reporting on the implementation of the HRM Strategy/action plans ensured through regular monitoring and progress reports. | | HRM Strategy is adopted at appropriate level, including annual action plans. Its implementation is ensured by responsible VRU Secretariat services, progress is regularly reviewed by the Working group on Internal reform.  Annual HRM Strategy Action Plans are adopted at appropriate level taking into account the recommendations. The Action Plans' implementation is regularly monitored by the VRU Secretariat and WG on internal reform.  Progress reports are prepared by the VRU Secretariat in line with the established guidelines, reviewed by the WG on Internal Reform. |
| 2.1.2 | Aligning the Laws "On Parliamentary Committees" and "On civil service" with the needs and requirements of service and HRM in VRU Secretariat including secretariats of the parliamentary committees | Desk study (concept note) on the specific needs and requirements of the HRM in VRU Secretariat including secretariats of the parliamentary committees is prepared and discussed with parliamentary and government (NACS) stakeholders, as well as international partners (EOCD/SIGMA).  Draft amendments to the Laws "On Parliamentary Committees" and "On Civil Service" developed and discussed with the relevant parliamentary and governmental (National Agency on Civil Service) stakeholders, as well as international partners (EOCD/SIGMA). | | Conclusions of the study (concept note) presented and endorsed by the WG on Internal Reform (as a basis for further legislative drafting).  Amendments are endorsed by Working Group on Internal Reform.  Relevant draft legislation submitted and adopted. |
| 2.1.3 | Introducing effective HRM practices (defining standard job profiles, selection tools, performance assessment framework, etc) in the VRU Secretariat in line with the goals of the HRM Strategy and its annual Action Plans | Recommendations on the HRM practices prepared based on good international examples of parliamentary practice and an assessment of current practice and needs, including standard job profiles, selection tools, performance assessment framework, training policy, recruitment planning, etc.). Practical support to introduction of recommendations into VRU Secretariat HRM practices is provided, including (but not limited to):  - requirements for recruitment planning;  - approaches to attraction of candidates to vacant positions;  - upgrade of the selection procedure and tools  - methodological support to annual performance appraisal  - development and implementation of a training policy  - development of a job classification and job profiles (including as part of the reorganisation of the VRU Secretariat).  1 learning mission to EP/EU countries (potentially combined with a mission on another topic). Alternatively, one or several expert mission (workshop) is organised. | | Recommendations are implemented by the Parliament and its services through adoption of relevant decisions on HRM issues (indicatively listed in the left column), as well as changes in HRM practices. |
| 2.1.4 | Improving the VRU Secretariat training policy, including needs assessment guidelines linked to annual performance assessment and development of appropriate IT solutions | Training policy for Parliament covering all categories of staff (MPs, their assistants and VRU Secretariat staff members) developed in line with the HRM Strategy and requirements of the law "On Civil Service".  Analysis of the current government initiatives aimed at digitalising HRM processes (e.g. the Human Resource Management Information System (HRMIS)[[25]](#footnote-26) and other connected initiatives[[26]](#footnote-27)) and preparing relevant recommendations for the VRU Secretariat in terms of integration and consolidation of relevant IT solutions. This analysis is to be carried out in close coordination with the government stakeholders (NACS, State E-Governance Agency) and other EU funded projects.  Based on the conclusions of the above analysis, the online education solution for public administration bodies, including VRU established, including technical (software) and organisation (responsible structure and staff) aspects[[27]](#footnote-28).  Assessment of training needs of MPs, their assistances and VRU Secretariat staff members supported, including as part of the annual performance appraisal in line with the law "On civil service".  In line with the results of the needs assessment developing and deliver online induction tool for the new MPs and VRU Secretariat staff members.  Development of at least 5 targeted online training curricula for MPs and VRU Secretariat staff members as well as other target groups within VRU (including interns) regarding priority areas directly covered by the project (legislative processes, parliamentary oversight, HRM, PAR, etc.). | | Training policy adopted at appropriate level. Its implementation is ensured by responsible VRU Secretariat services and regularly monitored by the VRU Secretariat management and WG on internal reform.  Recommendations are considered by the VRU and VRU Secretariat at appropriate level and relevant decisions are adopted.  Decision on implementation of the online education solution is adopted by the VRU Secretariat management, including an action plan and costing. Implementation process is supported by the relevant VRU Secretariat services, Once launched; the solution is fully managed and maintained by the VRU Secretariat services.  Guidelines on training needs assessment adopted at appropriate level. Identified training needs are reflected in the individual training plans of VRU Secretariat staff (in line with the law "On Civil Service" and applicable regulations).  Training is included into the Parliament's training portfolio, its implementation and technical maintenance is ensured by relevant services of the VRU Secretariat.  As above. |
| **Expected Result 2.2. Improving organization and performance framework of the parliamentary secretariat (#StructuredRada)** | | | | |
| 2.2.1 | Finalization and implementation of the Secretariat strategic development plan | Initial organisational analysis (e.g. functional review, business process analysis) of the VRU Secretariat carried out as a basis for the Secretariat strategic development plan and other relevant strategies (HRM, etc.).  Strategic development plan for the VRU Secretariat finalized, discussed with VRU stakeholders and EP Secretariat.  Recommendations on the implementation of priority tasks developed and their implementation supported, notably by relevant policy dialogue meetings and communication activities. | | Strategic development plan is adopted at appropriate level. Its implementation is ensured by responsible VRU Secretariat services, progress is regularly reviewed by the leadership of the VRU Secretariat.  Recommendations are considered by the VRU and VRU Secretariat at appropriate level and relevant decisions are adopted.  Proposed priority tasks agreed by the WG on internal reform, their implementation is ensured by responsible services of the VRU Secretariat. |
| 2.2.2 | Support to implementation of the strategy priorities for 2019-2020 | Annual plans on implementation of the Strategy priorities for 2019, 2020 drafted, support in coordination, monitoring and reporting provided.  Proposals on VRU Secretariat’s structure and processes developed and updated in line with the functional review and internal processes analysis. | | Annual plans on implementation of the Strategy priorities for 2019, 2020 are adopted at appropriate level. The Action Plans' implementation is regularly monitored by the VRU Secretariat.  Functional reviews and internal process analysis carried out with support of project and in close coordination with responsible services of the VRU Secretariat.  Revised structure of the VRU Secretariat is adopted by the Parliament based on the functional review and internal processes analysis. |
| **Output 3. #Transparent&Service-OrientedRada** | | | | |
| **Expected Result 3.1. Implementation of e-Parliament Strategy (#eRada)** | | | | |
| 3.1.1 | Development and implementation of IT-solutions for digital legislative process including e-draft law, e-committee, MP e-office, Eurovoc, and other instruments for introducing paperless and green practices in the VRU | Amendments drafted to introduce legislation for a digital legislative process.  Recommendations on creation of e-draft law, e-committee, MP e-office, Eurovoc, and other instruments provided, discussed and agreed with the relevant stakeholders.  Their introduction is facilitated, notably by policy dialogue and relevant communication activities.  Software of MP e-draft law, e-committee, MP e-office, Eurovoc, and other instruments developed and rolled out by the Parliament[[28]](#footnote-29).  Mapping and review of business processes that are subject to automation in line with the e-Parliament Strategy.  Technical and functional specifications developed.  Cost-estimation of project development and other expert, technical and management support provided to VRU Secretariat to support the implementation of strategic tasks of the e-Parliament Strategy. | | Amendments are considered and endorsed by Working Group on Internal Reform. Relevant draft legislation submitted and adopted.    Recommendations are considered by the VRU and VRU Secretariat at appropriate level and relevant decisions are adopted.  Software for digital legislative process is included into VRU IT infrastructure, its implementation and technical maintenance is ensured by relevant services of the VRU Secretariat.  Relevant software is included into VRU IT infrastructure, its implementation and technical maintenance is ensured by relevant services of the VRU Secretariat.  Relevant analytical reports are endorsed by the VRU secretariat and their recommendations implemented  Specification approved by the responsible services of the VRU Secretariat.  Relevant resources foreseen in the budget. |
| 3.1.2 | New registration and voting procedures for MPs aimed, inter alia, at elimination of proxy voting | Amendments to legislation for new registration and voting procedures for MPs drafted and discussed with the parliamentary stakeholders.  Provision of IT project management and technical advice, where appropriate.  New voting software developed[[29]](#footnote-30). | | Amendments are considered and endorsed by Working Group on Internal Reform. Relevant draft legislation submitted and adopted.  Software for voting system is included into VRU IT infrastructure, its implementation and technical maintenance is ensured by relevant services of the VRU Secretariat. |
| 3.1.3 | Improvement of the Open Data Portal including UI/UX design. Update of the data sets in machine readable format | Analysis of the needs and requirements for RADA web portal update with regard to improving provision of open data is prepared, including relevant conceptual and technical recommendations.  Open data sets and RADA web portal updated through support to VRU in publishing information in machine-readable formats.  3 capacity-building events (workshops, hackathons etc.) for interested stakeholders conducted. | | Report with analysis and recommendations is considered by the VRU Secretariat and by the WG on internal reform. Relevant decisions are taken at appropriate level.  Recommendations on UI/UX design are considered by Department of the Computerized System of the VRU and relevant decisions are adopted. New data sets added by the Department of the Computerized System of the VRU Secretariat.  Results and products of capacity-building events are disseminated among VRU stakeholders. |
| 3.1.4 | Improving citizens’ engagement in the legislative and oversight processes (including electronic petitions, online consultations etc.) based on the new Open Parliament Action Plan. | Draft amendments to the legislation on improving citizens’ engagement (including online and offline consultations with the citizens, as well as mechanisms of citizens' involvement into parliamentary process) developed.  Recommendations on improving parliamentary e-services facilitating citizens’ engagement in the legislative and oversight processes developed and implemented.  Their introduction is facilitated, notably by policy dialogue meetings and relevant communication activities.  IT project management, expert and technical support in introduction of e-services facilitating citizens’ engagement in the legislative and oversight processes provided. | | Amendments are considered and endorsed by Working Group on Internal Reform. Relevant draft legislation submitted and adopted.  Recommendations are considered by the VRU and VRU Secretariat at appropriate level and relevant decisions are adopted.  Respective IT-solutions on facilitation of citizen’s engagement are launched for beta-testing by the responsible services of the VRU Secretariat |
| **Expected Result 3.2. Enhancing parliamentary communications and civic education (#Rada4U)** | | | | |
| 3.2.1 | Ensuring an overall framework for parliamentary communications through implementation of the Communications Strategy, including internal (within the Parliament) and external (with key EU and UA stakeholders) strategic communication, notably on the following topics: 1) parliamentary reform in UA; 2) public administration reform in UA (from Parliament angle); 3) overall reform process in UA (from Parliament angle) using instruments based on new Open Parliament Action Plan | Capacity of the VRU Secretariat to develop and implement communication strategy and annual action plans built.  Information, visibility and outreach campaign, expert and technical support on implementation of the Communication Strategy and new Open Parliament Action Plan provided with the engagement of MP’s and civil society.  New branding of the VRU and concept of the Parliamentary ‘open space’ based on the communication strategy developed.  Advocacy campaign on online and offline tools for access to parliamentary information held as part of the implementation of the VRU Communication Strategy Action Plan.  1 international event on parliamentary reform organised (up to 300 participants).  Recommendations and concept on establishing new VRU press centre developed and discussed with key stakeholders  Expert and technical support on establishment of the new VRU press centre provided.  1 learning mission to EP/EU MS for VRU Secretariat and journalists organised. Alternatively, one or several expert mission (workshop) is organised. | | The quality of action plans gradually increases, and their implementation is being satisfactory.  MPs demonstrate high engagement in implementation of the Communication Strategy and new Open Parliament Action Plan.  Recommendations on branding of the VRU and concept of the Parliamentary ‘open space’ are adopted by the Parliament at appropriate level. Implementation is ensured by responsible VRU Secretariat services.  Annual Action Plans for VRU Communication Strategy are approved by the VRU Secretariat and implemented by its relevant services  Recommendations on establishing press centre are considered by the VRU Secretariat at appropriate level, The press centre is coordinated by Press service and Informational Department of the VRU.  Interaction of VRU Secretariat and journalists working in the Parliament increased. |
| 3.2.2 | Establishment of the parliamentary education centre | Recommendations on establishment of a parliamentary education centre provided and effectively implemented by the VRU as a basis for sustainability of this initiative, including provision of necessary financial and technical means for long-term perspective.  Their introduction is facilitated, notably by policy dialogue meetings and relevant communication activities.  VRU educational programme targeting different audiences developed  Info briefs, leaflets and other information materials as well as online courses on parliamentary activity designed.  New interactive VRU tours developed targeting different audiences.  Software for online visitor registration developed as part of the e-parliament strategy implementation. | | Recommendations on comprehensive VRU educational programme including establishment of the educational centre are considered by the VRU and VRU Secretariat at appropriate level, relevant decisions are adopted.  VRU educational programme launched by VRU Secretariat and targets wide audience.  Interactive tours are launched by the VRU Secretariat  Software for online visitor registration is included into VRU IT infrastructure, its implementation and technical maintenance is ensured by relevant services of the VRU Secretariat, registration form is available on the VRU website. |

**Resources Required to Achieve the Expected Results**

***Partnerships***

The present project has been developed in close consultation with the various assistance providers and has been designed to be complementary to already existing parliamentary support activities provided. Discussions have also involved the key parliamentary stakeholders, in particular the participants of the Jean Monnet Dialogue, namely the Chairperson, faction leaders and the European Parliament, and they will continue to be involved during the implementation period. Through the PRO, PRP will promote the development of a new approach to coordinating support to parliamentary reform with a systemic link to relevant areas of Public Administration Reform (strategic planning, policy and legislative development, civil service and HRM, accountability). As was also emphasized in the NAM recommendations, the VRU itself should play a much more central role in coordinating donor assistance for its own development.

UNDP Ukraine coordinates closely with other actors in the effort to promote and support democratic governance, the rule of law, human rights, transparency and integrity. The PRP will continue its very close partnership and interactions with the other actors in parliamentary development. Specifically, the predecessor project has already worked closely with the National Democratic Institute that plays a key role in coordinating the Jean Monnet Dialogue process. The PRP will build upon and expand the project’s support to the better articulation between the high-level Jean Monnet Dialogue on the one hand and the VRU Reform Working Group at the implementation level, in particular through the PRO, that brings together the representatives of the different parliamentary groups with the Secretariat, under the leadership of the Chairperson and with the support of the Parliamentary Reform Office. In this regard, the VRU Secretariat is expected to ensure organisational and informational support to the functioning of the VRU Reform Working Group, including planning of meetings, agenda, technical and background notes, minutes, etc. The relevant information is expected to be shared by the VRU Secretariat with all project's stakeholders, including EU Delegation and European Parliament.

In addition, the project works closely in collaboration with NDI on gender equality initiatives in the VRU, with a number of joint activities to be conducted.

As a number of UN agencies provide advice and support to the VRU in their respective mandated areas of specialization, and as advice and recommendations have tended to be provided in an unsystematic and uncoordinated manner, it is opportune to use UNDP’s close partnership with the VRU to streamline the legislative process to also optimize the input provided by different UN agencies. Formal recommendations should be made publicly available and accessible wherever appropriate, and MPs and Secretariat staff should be duly advised and informed about the different international obligations and respective mandates on the basis of which such advice is rendered. Working closely with the UNDP Country Office and the Democratic Governance Programme, the project can play a useful role in facilitating the coordination of UN-mandate-based recommendations to the legislative process, which is in line with the EU’s priorities for reform support in Ukraine.

The Project will work in close alignment with another UNDP parliamentary project - Sustainable Energy and Environment (SEE) Secretariat, which is funded by Sweden. The SEE project supports the Parliament of Ukraine in Sustainable Energy and Environment Area with quality analytical support on the legislation making, stakeholders’ consultations on the SEE issues thus contributing to a more coherent legislative process and establishing of a fully-fledged research service in line with the NAM recommendation.

The project will work closely with other actors supporting parliamentary development and public administration reform in Ukraine. The largest of these other actors are the USAID RADA and TAPAS projects and EU-funded projects "EU4PAR" and "Association4You.

With regard to specific PAR aspects which are common for both legislative and executive branches (strategic planning, legislative development, HRM, e-services policy and standards) the project will cooperate closely with the EU-funded project in support to PAR "EU4PAR", upcoming EU4PFM (regarding financial impact analysis) or other relevant initiatives such as USAID TAPAS project.

The project will aim to build close partnership with the new phase of the USAID RADA project and EU-funded Association4U project, which are expected to launch their activities in the second half of 2019. The cooperation will be established within overall cooperation framework established between implementing organisations and the VRU.

The R4E project has also built and maintained strong working collaboration with the Westminster Foundation for Democracy (WfD), whose work particularly in the areas of budget oversight and parliamentary research will be complementary to that of the PRP.

Partnerships are also maintained with other actors in parliamentary development including those that are not present on the ground in Ukraine, but which carry out parliamentary development activities, including OSCE/ODIHR which works particularly on parliamentary ethics. The project works and will continue to work on specific initiatives with partners including International IDEA, NATO, and the Venice Commission of the Council of Europe. The project will also coordinate closely with the EUAM’s efforts to provide advice to civilian security sector reform in the area of promoting parliamentary oversight as foreseen in relevant legislation.

Coordination and cooperation with the above projects and partners will be ensured through regular bimonthly meetings, preferably led by the senior representative of the VRU Secretariat. The meetings will allow to discuss ongoing priorities and action of the parliamentary reform process, as well as to ensure coherence and cost-efficiency of inputs expected from the concerned projects.

**Resources required: People**

1. ***Core Project Team***

**Project Coordinator/Parliamentary Reform Team Lead, SB5**

The Parliamentary Reform Team Lead, will be responsible for achieving the outputs and, hence, objectives of the project, and ensuring the co-operation and support from the project partners, as well as for managing the implementation of the project, which includes personnel, subcontracts, training, equipment, administrative support and financial reporting, and keeping UNDP aware of all relevant factors which could impact on project implementation. The PTL ensures timely preparation of project work plan, procurement and staffing plans, and other related documents for timely commencement of the project activities. S/he develops a detailed project implementation plan, coordinates and supervises the work of project experts and consultants, as well as assumes direct responsibility for managing the project budget.

**Senior International Parliamentary Advisors (part time), P5 or equivalent**

The Senior International Parliamentary Advisor (SIPA) is expected to have a deep and comprehensive understanding of the opportunities and challenges in parliamentary development through extensive and high-level international experience in parliamentary development. The advisory role will require a solid understanding from both an international and national perspective of the context of reform in Ukraine, including specific understanding of the reform agenda of the VRU through the Roadmap for Internal Reform and Capacity Building, as well as the Association Agreement context. The Parliamentary Advisor will require capacity and experience in the leveraging of European and global networks in parliamentary development, and the ability to integrate specific international best practices into the Ukrainian context.

**Specialist on Legislative Process and Parliamentary Oversight, SB4**

The Rada4Reforms component will require the leadership of an experienced professional with expertise in legislative and parliamentary oversight processes as well as extensive knowledge of policy making process and procedures. Specialist on Legislative Process and Parliamentary Oversight (SLPPO) will have strong networks within the VRU secretariat and committees, and the ability to further develop and mobilise those networks in order to improve legislative process and parliamentary oversight, including in the context of the implementation of the Association Agreement. SLPPO will be responsible for developing and co-ordination practical links with the European Parliament and other parliaments of European countries within the scope of project's activities.

**Capacity Development Specialist, SB4**

The Capacity Development Specialist (CDS) will be an experienced national expert in the field of organizational management and development with particular expertise in supporting structural reorganisation, introduction of performance management and business processes reengineering, including HRM in public administration. S/he will manage RadaPro component. The CDS will have strong networks within the VRU secretariat, as well as a comprehensive strategic understanding of international best practices in parliamentary administration, and the ability to transfer those best practices into the specificities of the Ukrainian context.

**Parliamentary E-Governance and Transparency Specialist, SB4**

The Parliamentary e-Governance and Transparency Specialist (PeGT) is going to manage #Transparent&Service-OrientedRada component and will have extensive experience in e-governance. Managing IT-projects in private and public organisations as well as experience in public communications, institutional openness and dialogue will be a strong asset.

**Communications and Knowledge Management Associate, SB3**

The Communications and Knowledge Management Associate (CKMA) will be responsible for administering and developing internal communication, knowledge management and innovations-related activities of the project. S/he will contribute to research, documentation, assessment studies on the project and related policy activities. Reporting methodologies will be consistent with the reporting requirements of the European Union and of UNDP. The CKMA will require demonstrated experience in both reporting for international development projects, preferably those involving an EU-UNDP collaboration. The Associate should be experienced in both formative and summative evaluation methodologies, and be able to work closely with the project experts in order to assure consistent reporting and continuing formative evaluation. The CKMA will have specific knowledge and experience in gender mainstreaming and will act as the project gender focal point.

**Project Associate, SB3**

The Project Associate will be responsible for the smooth administrative management of the project, in close collaboration with the project team on one hand and the central services provided through UNDP Country Office on the other hand. The Project Associate will have to demonstrated skills in financial management through the Atlas system, and in operational delivery, including in the management of contractual arrangements and organizational details for expert consultancies, high level meetings, and training events.

All members of the Core Project Team will be selected by UNDP through a competitive and transparent selection process accompanied by a targeted attraction campaign through appropriate media channels.

1. ***Parliamentary Reform Office Team***

The concept and the status of the Parliamentary Reform Office (PRO) are defined in Annex 2. At the first implementation phase (April – Dec 2019) the Parliamentary Reform Office will comprise up to 15 persons to be recruited based on full and part-time employment (individual contracts), including:

* **PRO Head**, responsible for day-to-day management and coordination of the PRO activities in line with the parliamentary reform priorities and PRO Work Plan. He/she will also be responsible for e-governance and communication issues, coordinating PRO activities related to communication, civic education and IT-management within VRU Secretariat (see Table below).

and two deputy heads and a number of thematic coordinators engaged on full- or part-time basis according to the parliamentary reform areas identified in the PRO Concept:

|  |  |
| --- | --- |
| **Key reform blocks** | **Indicative PRO staff to be engaged**[[30]](#footnote-31) |
| **1. Support to the end-to-end legislative process and parliamentary oversight**  **[Rada4Reforms]** | **PRO Deputy Head on Legislative Processes and Parliamentary Oversight,** coordinating PRO activities related to legislative and normative amendments within VRU Secretariat, including with special focus on amendments to the Rules of procedures related to legislative process and parliamentary oversight.  **PRO Legislative Planning and Monitoring Coordinator**, responsible for development and support to implementation of the strategic planning and monitoring of legislative processes, including a particular focus on legislative basis for the AA implementation.  **PRO Parliamentary Oversight Coordinator**, responsible for development and support to implementation of new parliamentary oversight practices |
| **2. Institutional development and capacity building of the VRU Secretariat**  **[RadaPro]** | **PRO Deputy Head on Institutional Reform and Capacity Building,** coordinating PRO activities related to capacity building, HRM policies and organisational building within VRU Secretariat.  **PRO Human Resources Management Coordinators (1-2 persons).** The part-time HRM Coordinators will be responsible for development and support to implementation of the VRU Secretariat HRM Strategy with a particular focus on key HR functions such planning, attraction, selection and recruitment, performance appraisal, training, motivation. They will work closely with the PRO Organisational Management & Development Coordinator.  **PRO Organisational Management & Development Coordinator,** responsible for support to implementation of Secretariat Strategic Development Plan. |
| **3. Implementing e-Parliament and Communication Strategies**  **[Transparent&Service-OrientedRada]** | **PRO Head** will also lead / coordinate e-governance and communication issues, coordinating PRO activities related communication, civic education and IT-management within VRU Secretariat.  **PRO e-Parliament Coordinators (2-3 persons).** The part-time E-Parliament Coordinators will be responsible for support to implementation of the E-Parliament Strategy with a particular focus on ensuring proper project management of ongoing and upcoming parliamentary e-services. They will work closely with the PRO Organisational Management & Development Coordinator and Communication & Transparency Coordinators.  **PRO Communication, Openness & Transparency Coordinators (3-4 persons).** They will be responsible for support to implementation of the VRU Communication Strategy with a particular focus on internal and external communication and conceptual and project management support to the implementation of specific initiative deriving from the Communication Strategy (branding, press-centre, Parliamentary Education Centre, etc.). |

PRO staff is selected by UNDP through a competitive and transparent service procurement process in accordance with UNDP rules and regulations. A targeted attraction campaign will be carried out by UNDP and VRU Secretariat using appropriate media channels.

1. ***Other short-term expertise***

This will include:

* International expert(s) with strong and relevant/practical parliamentary reform and/or public administration reform experience (preferably in Eastern European countries). These assignments will be aimed at providing practical advice to the Project management, MPs, VRU Secretariat, and other stakeholders on a) best international practices of parliamentary reforms adopted in their countries which can be implemented in Ukraine, and b) standards of parliamentary legislative work, oversight and representation. These experts will mainly intervene at national level: a) carrying out, as required, assessments of required sectors of VRU work and b) providing advice through workshops to national partners on innovative and tested approaches to achieve better results in performing of parliamentary reform. . International experts may, on a limited basis, travel to oblasts as required by the Project and/or national stakeholders. Involvement of short-term international experts, including from European Parliament and parliaments of European countries as part of targeted expert visits is expected to facilitate exchange of experience and peer-to-peer learning.
* National experts with strong expertise and training experience in particular in the context of organisational management and development, HRM policies and tools, IT project management, communications, as well as in parliamentary legislative work, oversight and representation. These experts will be responsible for providing complementary advisory support requiring specific technical expertise and knowledge in line with the work plans of the project and PRO.

**Resources required: Shared service – direct project costs**

The project’s smooth functioning will be assured through the support of the UNDP specialized shared service team, including coordination (through portfolio manager, P5, 20% staff time), quality assurance (programme analyst – governance, NOB, 20% staff time), M&E (programme M&E associate, SB3, 50% staff time), procurement services (procurement associate, 30% staff time), financial management services (finance associate, 40% staff time) and human resources services (human resources associate, 30% staff time).

**Resources required: Purchases, equipment and facilities**

The project is built around the provision of high level expertise that will be delivered through a combination of parliamentary expertise leveraged through partnerships with European Parliament and parliaments of European countries, and through both international and national expert consultancies. The details of the consultancy contracts planned are provided in the project logical framework.

The project will be granted limited capacity premises at the VRU (to host at least 15 PRO staff) and will rent an office for the rest of the team and temporary short-term experts.

An office space will be rented in accordance with applicable UN security standards enabling project beneficiaries to regularly and easily attend meetings, activities, and training at the project offices. Care will be taken to ensure value for money of the rented space, which will include office space as well as meeting/training room for up to 15 persons. The meeting rooms at the UN House to be provided on a pro bono basis.

Local office costs will include: a) office rental costs, including utilities, cleaning, ITC support, IT infrastructure upgrade, reception, connectivity charges (internet, phone calls), minor office supplies; b) office supplies (stationery); c) other services required in the local offices (small repairs, equipment installation, etc.).

The Project will make use of the furniture, computer and other equipment, as well as software, purchased within the Rada for Europe project. Some items will be purchased to replace the outdated or disposed items to replace discarded ones. Computers and office furniture will be purchased within UNDP guidelines to accommodate the two additional core team members and up to 15 PRO staff. 17 new sets of the office computer workstations (laptop, monitor, docking station, keyboard and mouse), 2 printers / copy machines and furniture will be procured for the project team to implement the Action activities.

As defined in the Budget for the Action (Annex III), other resources may include: publications; software development; evaluation; translation and interpretation; travel and subsistence costs for staff and other persons directly assigned to the operations of the project; experience sharing visits; conference services; capacity building events (information, training events); visibility actions (including visibility items, media sensitisation, printing, design, audio-visual, website, etc.); costs of security etc.

**Risks and Assumptions**

*Project risks are comprehensively identified in Annex 1.*

The project is based on the following assumptions:

* Continuing engagement of parliamentary leadership, parliamentarians, and parliamentary staff to implement reforms in line with the VRU Roadmap for Internal Reform and Capacity Building adopted by the VRU in March 2016;
* Continuing commitment of the VRU and of the Ukrainian government to the smooth implementation of the EU-Ukraine Association Agreement;
* A reform coordinating structure such as the Jean Monnet Dialogue and the VRU Reform Working Group, with support through a Reform Unit (or alternative enhanced reform structures), is in place;
* VRU Secretariat ensures effective organisational and informational support to the functioning of the VRU Reform Working Group, including consulting and informing project stakeholders planning of meetings, agenda, technical and background notes, minutes, etc.;

* VRU reform strategies (VRU Strategic Development Plan, IT, HR, Communication etc.) are effectively implemented based on engagement of VRU Secretariat and sufficient funding allocated in the state budget;
* Stability of the political situation in Ukraine, including the holding of free and fair presidential and parliamentary elections in 2019, and the smooth transition of power according to the results of those elections;
* The situation regarding Ukrainian territories outside government control does not deteriorate and the territorial integrity of Ukraine is not further undermined, thus permitting state reforms including parliamentary reform to continue as a key state focus;
* The Ukrainian parliament and government continue to enable civil society to develop independently within a democratically legitimate legislative framework and continue to work with civil society as a key point of interface between the state and citizens. Conversely, civil society continues to play a non-partisan role and supports the broadening and deepening of democratic processes to engage all Ukrainians in the governance process;
* The leadership of the Secretariat of the VRU renews its commitment to internal reform in line with the VRU Road Map for Internal Reform and Capacity Building based on the recommendations of Needs Assessment Mission.

**Stakeholder Engagement**

* The key target groups include: the leadership of the VRU (Chairperson, Deputy Chairpersons, Chairperson’s and deputy Chairpersons’ Offices), Members of the VRU (factions of MPs, groups of MPs, VRU committees) as well as their assistants, VRU Secretariat, including Committee Secretariats, civil society organizations and analytical think-tanks engaging in parliamentary monitoring and reform support, and the media.
* The project will work closely with the members of the Working Group on Internal Reform established by the VRU Chairperson in November 2016. Where necessary, the project will engage leaders of parliamentary factions with a view to facilitate discussions on the main areas of parliamentary reform requiring wider political support and commitment.
* The project is itself built on a partnership and a close working relationship in support of democratisation in Ukraine between the VRU, the European Parliament, the European Union and UNDP, in which each partner contributes substantially to the project at all stages and in the realisation of its objectives. The overall framework for the institutional reform agenda which the project supports is the 2016 VRU Roadmap for Internal Reform and Capacity Building that was developed through the joint commitment and engagement of the VRU and the European Parliament. This partnership was initiated by the VRU and was formalised through the memorandum of partnership signed between the VRU Chairperson and the President of the European Parliament on 3 July 2015 and which has been renewed on 31 August 2016 and supplemented with an Administrative Cooperation agreement signed by the Secretary General of the European Parliament and the Head of the VRU Secretariat;
* The project will also liaise closely with the Delegation of the European Union to Ukraine and the EU Support Group for Ukraine, particularly in assuring coordinated support to Public Administration Reform and horizontal issues important for the implementation of the Association Agreement. The project will in this respect and in liaison with the European Union Delegation work closely with technical assistance programmes supported by the European Union.
* The key target groups / project beneficiaries have been involved in the development of this project document. The project will continue to build on its close working relationships with all the stakeholders through regular **quarterly monitoring meetings** as well as 6-monthly project progress assessments that will be carried out in conjunction with the project board meetings. The project will include a stakeholder information and engagement strategy in line with the project communications strategy. Key stakeholders will be informed regularly on the project’s progress and results, and in particular:
* MPs - via project-specific targeted newsletter and through UNDP and EU digital communication channels;
* Media – via regular press conferences, interviews and op-eds provided by the project team;
* General public, civil society – via UNDP and EU digital communication channels;
* Board members – via regular board meetings and regular email communication.

Digital reach and media coverage will be regularly monitored with an aim to keep extending outreach throughout the project duration.

* The EU-UNDP Parliamentary Reform Project will cooperate closely with civil society through participation in the Open Parliament Initiative that brings together the Parliamentary stakeholders (MPs and Secretariat) and civil society organizations active in parliamentary monitoring.
* Implementation of the VRU reform strategies will be performed in close cooperation with relevant line ministries and agencies, including the State Agency for Civil Service (HRM Strategy and its implementation), the Ministry of Education and Science (parliamentary education activities), the State Agency for E-Government (e-Parliament Strategy and other relevant initiatives) etc.

**South-South and Triangular Cooperation (SSC/TrC)**

This Project will actively utilize the East-East and Triangular Cooperation. The Project will establish an international support group for legislative planning through a consolidated partnership between the VRU, the EU institutions (European Commission, Support Group for Ukraine, European Parliament) and other relevant national parliaments of EU states.

The Parliamentary Reform Project will continue triangular cooperation with the Eastern Partnership countries, including in particular, engagement with the parliaments of Georgia and Moldova. Numerous exchanges of information and expertise have taken place between the parliaments, parliamentary administrations and civil society networks in these three countries through the framework of the Rada for Europe project, including on issues such as open parliament and gender mainstreaming. In the PRP these links will continue to be developed, and in particular further exchanges will take place on best practices in parliament’s role in Association Agreement implementation.

The Project will facilitate gathering international best practices on legislative agenda-setting and parliamentary business planning from EU Member States Parliaments as well as with the European Parliament. The Project will establish an advisory group for strengthening the Secretariat , which will get support from the European Parliament and selected EU Member States and other parliament secretariats.

**Knowledge**

This project represents a comprehensive and innovative approach to parliamentary development support, built around a framework of clear strategic ownership by the national institution through the comprehensive development strategy contained in the VRU Roadmap for Internal Reform and Capacity Building, this approach has generated numerous international enquiries by parliaments seeking to conduct a similar broad-based reform initiative.

The Parliamentary Reform Project will support and share continuing support to parliamentary openness, enhanced internal and external strategic communications, and dialogue with civil society. The knowledge-sharing activities in the framework of the project entail a great number of communication and civic education activities, including publications, training materials, e-curricula, manuals, guidelines, software products, and other related tasks.

All visibility and communication activities will be implemented in line with relevant provisions of the EU-UNDP agreement and the Joint Visibility Guidelines for EC-UN Actions in the field. This shall include, but not be limited to, press releases and briefings, reports, seminars, workshops, events, publications, websites and any promotional items. Seminars/workshops and events funded solely under this project will have an EU flag prominently displayed that is the same size or larger than any other flags/logos present. All publications produced under this project shall have the EU logo displayed as the same size or larger than any other logos and include the disclaimer: "This publication has been produced with the assistance of the European Union. The content of this publication do not necessarily reflect the views of the European Union."

**Sustainability and Scaling Up**

The sustainability of the project results will be ensured by implementation of a number of interrelated activities aimed at building capacities of the Verkhovna Rada to play its effective role in the national development of Ukraine. As parliament is able to assume effective legislative, oversight and representation roles, the need for external input and funding to support streamlining and enhancement of these functions is reduced. Given the strong human resource base in Ukraine, it is anticipated that support to establish effectively functioning institutions will quickly result in enhanced outcome, as has already been seen in the EU-UNDP Rada for Europe project.

The project focuses on building partnerships with European member state parliaments, and as these partnerships enable durable support and information exchange relationships to multiply, these will continue beyond the end of the PRP, as has already been seen in the VRU’s initiation of continuing work with the European Parliament and parliaments of European countries following links that have helped to enhance VRU officials’ comfort in leveraging international knowledge. These partnerships will be multiplied and deepened in the following years. New legislative, oversight and representation business workflow models developed based on European and international best practices will be adopted to ensure effective legislative process and parliamentary business processes after the project completion.

Consistent monitoring of progress under the expected deliverables at the level of Parliament, particularly through continuous engagement with the Working Group on Internal Reform and VRU Secretariat leadership will facilitate institutionalisation of the advice and other technical support provided by the project into the management practices and culture of the VRU Secretariat. Furthermore, transfer to VRU Secretariat of developed software, online training courses and other project deliverables will help to sustain the VRU capacity in terms of horizontal management functions, as well as to scale up implementation of the project recommendations. Specific training curricula on civic education will help to reach wider audience. Collaboration will also be pursued with the education sector, in particular schools and universities.

The project activities will be integrated into other UNDP projects to ensure sustainability and scaling up of the results. Working together within the UNDP Democratic Governance Portfolio and other UNDP Programmes, will help enhance project outcomes and good resource management.

The strategic development approach initiated through the project will lead to the scaling up of results as the strategic plan, the human resources development strategy, communication strategy, and e- Parliament strategy are implemented, leading to a multiplier effect in enhancing the institutional structure and functioning of the VRU as well as the capacities of key leadership staff of the institution which will enable stronger and more effective results-based management.

# Project Management

**Cost Efficiency and Effectiveness**

The Parliamentary Reform Project builds upon existing strong working relationships that have been developed between the EU-UNDP Rada for Europe Project and key actors within the VRU, as well as the close and supportive partnership with the European Parliament and specifically its Directorate for Democracy Support. The project is able to efficiently enable the sharing of European Parliament expertise through the EP-VRU Administrative Cooperation Agreement.

**Project Management**

The project will be delivered by UNDP Ukraine, which has extensive experience in democratic development, in delivering projects through collaboration with the European Union, and in working with the VRU, including from the beginning of the NAM process in 2015 and through the Rada for Europe project.

The project will benefit from the institutional structure of the UNDP office as well as UNDP financial, operations, and procurement systems. The project shall be subject to the internal and external auditing procedures laid down in the Financial Regulations, Rules and directives of UNDP

The project will work as a part of the Democratic Governance Programme (portfolio) of UNDP in order to realise synergies, for example through collaboration with existing civil society regional hubs and community-based centres that have been institutionalised across Ukraine as a result of the EU/UNDP Community-based Approach to Local Development project.

The project will work closely with the UNDP Istanbul Regional Hub, which is able to mobilise expert support in various areas, and with which the project has already enjoyed a fruitful collaboration in the areas of sustainable development goals and gender mainstreaming approaches, along with the Inclusive Political Practice global team that provides access to global knowledge and expertise in the area of parliamentary development.

Project staff will be based in Kyiv.

**V. Results Framework**

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| Intended Outcome as stated in the UNDAF Programme Results and Resource Framework: **Outcome 3. By 2022, women and men, girls and boys participate in decision-making and enjoy human rights, gender equality, effective, transparent and non-discriminatory public services** | | | | | | | |
| Outcome indicators, as stated in Country Programme Document (2018 – 2022) including baseline and targets:  **Indicator 1.4.1. Share of people that trust Verkhovna Rada of Ukraine, as a government institution** (Baseline [2017]: 7% , Target [2022]: 15%)  I**ndicator 1.4.2. Extent to which Verkhovna Rada of Ukraine transforms towards more effective, accountable and transparent institution in carrying out its constitutional responsibilities of legislation, oversight, and representation** (Baseline [2017]: 1 [Low progress], Target [2022]: 4 [substantive progress]) | | | | | | | |
| Applicable Sustainable Development Goals: **SDG 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels** (National Target 16.7: Increase the efficiency of government bodies and local self-government) **SDG 5: Achieve gender equality and empower all women and girls** (National Target 5.4. : Ensure equal opportunities for representation at all levels of decision-making in political and public life) | | | | | | | |
| Applicable Output(s) from the UNDP Strategic Plan: **2.2.2 Constitution-making, electoral and parliamentary processes and institutions strengthened to promote inclusion, transparency and accountability**  Applicable Output(s) from the UNDP Ukraine Country Programme Document: **Output 1.4 Rule of law institutions have capacities and functions to effectively fulfil their mandates** | | | | | | | |
| Project title and Atlas Project Number: **Parliamentary Reform Project (PRP)**, **00090398** | | | | | | | |
| EXPECTED OUTPUTS | OUTPUT INDICATORS[i] | DATA SOURCE | BASELINE | | TARGETS (by frequency of data collection) | | DATA COLLECTION METHODS & RISKS |
| Value | Year | 2019 (Dec) | 2020 (Dec) |
| Expected result 1. #Rada4Reforms | 1.1 Number of VRU staff that built skills on pre- and post-legislative scrutiny ((Secretariat and committees’ members, MPs assistants) ), as well as on upgraded legislative drafting requirements and guidelines (MPs and assistants to MPs) | Capacity-building events analytical reports | 0 | 2018 | 30 | 50 | Pre/post training questionnaires, training feedback forms  Risk: minimal |
| 1.2 % of draft legislation (e.g with a particular focus on AA implementation) which comply with the requirements related to legislative drafting, as well as pre- and post-legislative scrutiny | Analytical report | n/a | 2018 | n/a | 30 | Desk review  Risk: minimal |
| 1.3 % of implemented measures from the Committees’ oversight plans | Committee records | 0 | 2018 | 0 | 25 | Desk review  Risk: Commitment of committee leadership and staff to oversight planning |
| Expected result 2. #RadaPro | 2.1 Percentage of Human Resources Strategy implemented based on annual planning | Project documentation, VRU’s internal reporting | 0 | 2018 | 25% | 50% | Desk review  Risk: Changes in Secretariat’s leadership  Postponement of the Strategic plan implementation in lieu of potential transition to the independent parliamentary service  Lack of resources for Strategic Development Plan’s implementation |
| 2.2 Number of effective HRM practices implemented | Project documentation, VRU’s internal reporting | n/a | 2018 | 2 | 4 | Desk review  Risk: Changes in Secretariat’s leadership  Postponement of the Strategic plan implementation in lieu of potential transition to the independent parliamentary service  Lack of resources for Strategic Development Plan’s implementation |
| 2.3 Extent to which revised structure of the VRU Secretariat reflects conclusions of the functional review and internal processes analysis | Project documentation, VRU’s internal reporting | n/a | 2018 | n/a | yes | Desk review  Risk: Absence of formal decision by the Parliament |
| 2.4 Percentage of Secretariat staff that strengthened their skills in various relevant areas through online training programmes | Online training module analytics, Secretariat staff records | 0 | 2018 | 20 | 40 | Desk assessment  Risk: Limited time availability of the staff  Lack of connection between learning and staff professional development |
| 2.5 Number of online training curricular developed by the project | Online training module analytics | 0 | 2018 | 3 | 7 | Desk assessment  Risk: minimal |
| Expected result 3. #Transparent&Service-OrientedRada | 3.1. Rate of the Communication Strategy implementation based on annual planning | VRUs annual report | 10% | 2017 | 20% | 30% | Desk review of the Communication plan  Risk: Change of leadership and key personnel; limited budget |
| 3.2 Number of IT-solutions for digital legislative process developed and implemented ( e-draft law, e-committee, MP e-office, Eurovoc) | VRU report | 0 | 2018 | 2 | 4 | Assessment of the implementation  Risk: Lack of political will to implement the system, limited budget |
| 3.3 Percentage of MPs regularly using e-office | E-Office portal analytics,  VRU records | 0 | 2018 | 10% | 40% | Desk review  Risk: Low will of MPs to register and regularly update the system |
| 3.4 Number of men and women, girls and boys that built their knowledge on the work of Rada through targeted civic engagement activities (offline and online) | VRU visitors’ records  Online educational course analytics | 27,000 | 2018 | 62,000  (new 35,000) | 102,000  (new 40,000) | Desk review |

# Monitoring And Evaluation

In accordance with UNDP’s programming policies and procedures, the project will be monitored through the following monitoring and evaluation plans:

**Monitoring Plan**

|  |  |  |  |
| --- | --- | --- | --- |
| **Monitoring Activity** | **Purpose** | **Frequency** | **Expected Action** |
| **Track results progress** | Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the project in achieving the agreed outputs. | Quarterly, or in the frequency required for each indicator | Slower than expected progress will be addressed by project management.  Quarterly monitoring meeting with participation of UNDP, EUD and representatives of the VRU |
| **Monitor and Manage Risk** | Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP’s Social and Environmental Standards. Audits will be conducted in accordance with UNDP’s audit policy to manage financial risk. | Quarterly | Risks are identified by project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.  Quarterly monitoring meetings with participation of UNDP, EUD and representatives of the VRU |
| **Learn** | Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project. | At least semi-annually | Relevant lessons are captured by the project team and used to inform management decisions.  Project Board meeting |
| **Project Quality Assurance** | The quality of the project will be assessed against UNDP’s quality standards to identify project strengths and weaknesses and to inform management decision making to improve the project. | Annually | Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance. |
| **Project Report** | A detailed progress narrative report will be presented to the Project Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output and outcome levels, changes in the national context, priorities for the next reporting period and success stories. The semi-annual project quality rating summary, an updated risk log with mitigation measures, and any evaluation or review reports prepared over the period. | Semi-annually, submitted during 60 days after reporting period. The first reporting period will comprise 12 months, including the inception phase. | Performance data, risks, challenges, lessons learned, and quality will be discussed by the project board and used to make course corrections.  Project Board meeting |
| **Final Report** | A detailed narrative report will be presented to the donor, consisting of data showing the results achieved against predefined project targets at the output and outcome levels, changes in the national context, and success stories. | During 6 months after project closure | Performance data, risks, challenges, lessons learned, and quality will be discussed by the project board and used to make course corrections. |
| **Results-Oriented Monitoring** | External monitoring system of the European Commission, aimed at enhancing the EC’s accountability and management capacities with a strong focus on results, and supports EU Delegation and HQ services by providing an external opinion on project implementation. The project will be assessed by external experts according to four DAC criteria (Relevance, Efficiency, Effectiveness, Sustainability). | Frequency determined by the donor | Performance data, risks, lessons and quality will be discussed by the project board and used to make course corrections. |
| **Project Review (Project Board/Steering Committee)** | The project’s governance mechanism (i.e., project board) will hold regular project reviews to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project. In the project’s final year, the Project Board shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences. | Semi-annually, during two month after submission of the progress report | Any quality concerns or slower than expected progress should be discussed by the project board and management actions agreed to address the issues identified. |

**Evaluation Plan**

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **Evaluation Title** | **Related Strategic Plan Output** | **UNDAF/ CPD Outcome** | **Planned Completion Date** | **Key Evaluation Stakeholders** | **Cost and Source of Funding** |
| **Final Evaluation** | 2.2.2 Constitution-making, electoral and parliamentary processes and institutions strengthened to promote inclusion, transparency and accountability |  | October 2020 |  | USD 30,000 |

# Governance and Management Arrangements

***1. Project Governance and Management Arrangements***

UNDP shall be responsible for the overall management of the project, primarily with regard to the responsibility for the achievement of the outputs (results), impact and objectives. Similarly, UNDP will be accountable to the Project Board (PB) for the use of resources.

The project will be implemented under the UNDP Democratic Governance Programme with overall supervision of DG Portfolio Manager (Programme Manager). Quality assurance of the project will be provided by DG Programme Analyst. Project monitoring and evaluation as well as communications will be provided within DG Programme implementation.

UNDP will delegate managerial duties for the day-to-day running of the project to the Project Coordinator/Parliamentary Reform Team Lead, selected by UNDP through a competitive and transparent selection process. The project will work in close partnership with the EU institutions, including EU Delegation to Ukraine, Support Group for Ukraine, the European Parliament (notably synergies/ joint activities with the EP Capacity building programme) within the framework of support provided through the implementation of the recommendations of the NAM.

The project will receive overall guidance and strategic direction from the Project Board. The Project Board is the group responsible for making on a consensus basis management decisions for a project when guidance is required by the Project Coordinator/Parliamentary Reform Team Lead. Project reviews by this group are made at designated decision points during the running of a project, or as necessary when raised by the Project Coordinator.

This group consists of three institutional members:

* Executive (Grant Beneficiary) - role represented by UNDP Ukraine;
* Senior Supplier (Contracting Authority) represented by the Delegation of the European Union to Ukraine (EU Delegation) and European Parliament that provides guidance regarding the technical feasibility and performance of the programme, contractual issues, use of programme resources. In assessing the programme activities, the EU Delegation can invite other European Union institutions as appropriate;
* Senior Beneficiary (Recipient), represented by the VRU of Ukraine (senior management of the VRU Secretariat and Chairperson’s Office or other representatives designated by the VRU Chairperson).

The Project Board adopts Parliamentary Reform Office (PRO) annual work plans and amends them when necessary.

On regular basis the Project Board will meet every 6 months to assess the progress and grant its approval to the project's progress reports (as a rule, during two months after submission of the progress report). Annually the Project Board will meet in the format of the Steering Committee. During Steering Committee meetings Project Board stakeholders will be represented by their leadership. Between the Project Board/Steering Committee meetings, the project's implementation will be monitored and steered through quarterly monitoring and progress review meetings at technical level with participation of representatives of the above three institutional members at appropriate level. These meetings will also serve for preparation of the Project Board/Steering Committee meetings.

Closing meeting (event) of the Project Board/Steering Committee will be held at least one month prior to project closure.

Ad-hoc Project Board/Steering Committee meetings may be convened by the initiative of one of the institutional members.

In addition, by decision of the Project Board, a Consultative-Advisory Group may be established consisting of MPs, representing VRU factions, Committees; the Reform Working Group established with regard to implementation of the 2016 Road map for Internal Reform; VRU Secretariat Departments; Steering Committee/Project Board members. Project implementation strategy and specific activities, as well as and parliamentary reform more broadly will be discussed at the meetings of a Consultative-Advisory Group. The Consultative-Advisory Group may recommend the Project Board/Steering Committee on work plans under the Project.

A Programme Oversight and Support Team (POST) is in place, headed by the UNDP Deputy Country Director. The team is composed of the Programme Analyst playing the Quality Assurance role, the Programme Financial Analyst and the Portfolio (Programme) Manager.

Once the project annual work plan has been approved by the Project Board/Steering Committee, the implementation of the work plan is overseen and supported by a POST who meets at least once per month to:

• Ensure that the work plan is implemented, and targets are being met,

• Provide any troubleshooting support (programmatic and operational) as required,

• Consider any work plan exceptions and

• Escalate unresolvable bottlenecks to UNDP Management.

In the context of the preparation of the Project Board / Steering Committee meetings and where appropriate, representative of the Senior Supplier (Contracting Authority) may be invited to participate in the POST meetings.

***2. PRO Governance and Management Arrangements***

At the strategic level Parliamentary Reform Office reports to the Steering Committee/Project Board, which delegates its authority of PRO oversight to PRO Consultative and Oversight Board (COB). COB monitors PRO annual plans implementation, proposes amendments to these plans and provides recommendations to the Project Board/Steering Committee in terms of PRO monitoring and evaluation.

The Consultative and Oversight Board meets quarterly on the basis of transparency and openness and consists of the Heads of the administrative and political parts of the Reform Working Group as well as representatives of UNDP, EU Delegation, and the European Parliament (as an observer). Members of the Working Group are informed about the COB meeting no later than 10 days before the event. At the operational level PRO is accountable to UNDP as per the applicable project governance rules and regulations.

PRO will perform under the operational supervision of the Project Coordinator/Parliamentary Reform Team Lead and project experts under the guidance of the VRU Secretariat in accordance with the PRO annual work plan. The day-to-day operational management of the PRO is held by the PRO Head selected by UNDP through a competitive and transparent service procurement process in accordance with UNDP rules and regulations.



# Legal Context

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of Ukraine and UNDP, signed on 18 June 1993.   All references in the SBAA to “Executing Agency” shall be deemed to refer to “Implementing Partner.”

This project will be implemented by UNDP (“Implementing Partner”) in accordance with its financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Where the financial governance of an Implementing Partner does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP shall apply.

# Risk Management

1. UNDP as the Implementing Partner will comply with the policies, procedures and practices of the United Nations Security Management System (UNSMS.)
2. UNDP as the Implementing Partner will undertake all reasonable efforts to ensure that none of the [project funds][[31]](#footnote-32) [UNDP funds received pursuant to the Project Document][[32]](#footnote-33) are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.
3. Social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (http://www.undp.org/ses) and related Accountability Mechanism (http://www.undp.org/secu-srm).
4. UNDP as the Implementing Partner will: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other project stakeholders are informed of and have access to the Accountability Mechanism.
5. All signatories to the Project Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to project sites, relevant personnel, information, and documentation.
6. UNDP as the Implementing Partner will ensure that the following obligations are binding on each responsible party, subcontractor and sub-recipient:
   1. Consistent with the Article III of the SBAA *[or the Supplemental Provisions to the Project Document]*, the responsibility for the safety and security of each responsible party, subcontractor and sub-recipient and its personnel and property, and of UNDP’s property in such responsible party’s, subcontractor’s and sub-recipient’s custody, rests with such responsible party, subcontractor and sub-recipient. To this end, each responsible party, subcontractor and sub-recipient shall:
      1. put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
      2. assume all risks and liabilities related to such responsible party’s, subcontractor’s and sub-recipient’s security, and the full implementation of the security plan.
   2. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of the responsible party’s, subcontractor’s and sub-recipient’s obligations under this Project Document.
   3. Each responsible party, subcontractor and sub-recipient will take appropriate steps to prevent misuse of funds, fraud or corruption, by its officials, consultants, subcontractors and sub-recipients in implementing the project or programme or using the UNDP funds. It will ensure that its financial management, anti-corruption and anti-fraud policies are in place and enforced for all funding received from or through UNDP.
   4. The requirements of the following documents, then in force at the time of signature of the Project Document, apply to each responsible party, subcontractor and sub-recipient: (a) UNDP Policy on Fraud and other Corrupt Practices and (b) UNDP Office of Audit and Investigations Investigation Guidelines. Each responsible party, subcontractor and sub-recipient agrees to the requirements of the above documents, which are an integral part of this Project Document and are available online at www.undp.org.
   5. In the event that an investigation is required, UNDP will conduct investigations relating to any aspect of UNDP programmes and projects. Each responsible party, subcontractor and sub-recipient will provide its full cooperation, including making available personnel, relevant documentation, and granting access to its (and its consultants’, subcontractors’ and sub-recipients’) premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an investigation. Should there be a limitation in meeting this obligation, UNDP shall consult with it to find a solution.
   6. Each responsible party, subcontractor and sub-recipient will promptly inform UNDP as the Implementing Partner in case of any incidence of inappropriate use of funds, or credible allegation of fraud or corruption with due confidentiality.
   7. Where it becomes aware that a UNDP project or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, each responsible party, subcontractor and sub-recipient will inform the UNDP Resident Representative/Head of Office, who will promptly inform UNDP’s Office of Audit and Investigations (OAI). It will provide regular updates to the head of UNDP in the country and OAI of the status of, and actions relating to, such investigation.
   8. UNDP will be entitled to a refund from the responsible party, subcontractor or sub-recipient of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of this Project Document. Such amount may be deducted by UNDP from any payment due to the responsible party, subcontractor or sub-recipient under this or any other agreement. Recovery of such amount by UNDP shall not diminish or curtail any responsible party’s, subcontractor’s or sub-recipient’s obligations under this Project Document.

*Note:* The term “Project Document” as used in this clause shall be deemed to include any relevant subsidiary agreement further to the Project Document, including those with responsible parties, subcontractors and sub-recipients.

* 1. Each contract issued by the responsible party, subcontractor or sub-recipient in connection with this Project Document shall include a provision representing that no fees, gratuities, rebates, gifts, commissions or other payments, other than those shown in the proposal, have been given, received, or promised in connection with the selection process or in contract execution, and that the recipient of funds from it shall cooperate with any and all investigations and post-payment audits.
  2. Should UNDP refer to the relevant national authorities for appropriate legal action any alleged wrongdoing relating to the project or programme, the Government will ensure that the relevant national authorities shall actively investigate the same and take appropriate legal action against all individuals found to have participated in the wrongdoing, recover and return any recovered funds to UNDP.
  3. Each responsible party, subcontractor and sub-recipient shall ensure that all of its obligations set forth under this section entitled “Risk Management” are passed on to its subcontractors and sub-recipients and that all the clauses under this section entitled “Risk Management Standard Clauses” are adequately reflected, mutatis mutandis, in all its sub-contracts or sub-agreements entered into further to this Project Document.

# Appendixes

1. **Risk Analysis**
2. **Parliamentary Reform Office Concept Note and 2019 Work Plan**
3. **Parliamentary Education Centre in the Verkhovna Rada of Ukraine**

**Appendix 1: RISK ANALYSIS (OFFLINE RISK LOG)**

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| --- | --- | --- |
| **Project Title: Parliamentary Reform Project (PRP)** | **Award ID:** **00090398** | **Date:** |

|  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **#** | **Description** | **Date Identified** | **Type** | **Impact &**  **Probability** | **Countermeasures / Mngt response** | **Owner** | **Sub-mitted, updated by** | **Last Update** | **Status** |
|  | Enter a brief description of the risk  *(In Atlas, use the Description field.* ***Note: This field cannot be modified after first data entry)*** | When was the risk first identified  *(In Atlas, select date. Note: date cannot be modified after initial entry)* | Environmental  Financial  Operational  Organizational  Political  Regulatory  Strategic  Other  Subcategories for each risk type should be consulted to understand each risk type (see Deliverable Description for more information)  *(In Atlas, select from list)* | Describe the potential effect on the project if this risk were to occur  Enter probability on a scale from 1 (low) to 5 (high)  P =  Enter impact on a scale from 1 (low) to 5 (high)  I =  *(in Atlas, use the Management Response box. Check “critical” if the impact and probability are high)* | What actions have been taken/will be taken to counter this risk  *(in Atlas, use the Management Response box. This field can be modified at any time. Create separate boxes as necessary using “+”, for instance to record updates at different times)* | Who has been appointed to keep an eye on this risk  *(in Atlas, use the Management Response box)* | Who submitted the risk  *(In Atlas, automatically recorded)* | When was the status of the risk last checked  *(In Atlas, automatically recorded)* | e.g. dead, reducing, increasing, no change  *(in Atlas, use the Management Response box)* |
| 1 | Political instability, including absence of a viable governing coalition and/or early parliamentary elections | 13/02/2018 | Political | Ukraine has a developing political system, and in combination with geopolitical instability, political crisis is a possibility. However major political forces share most overall policy objective including state reform and European integration. Thus, while political instability could limit focus on parliamentary reform, it is unlikely to lead to abandonment of the overall commitment to the 2016 Roadmap for Internal Reform and Capacity Building that was endorsed by all political forces.  P = 2  I = 4 | The project’s work with Secretariat on reform and enhanced parliamentary openness (#RadaPro and #Transparent& Service-OrientedRada) will continue. The activities of the Rada4Reforms component will be revised where necessary, for example, through enhanced emphasis on support to those elements of the parliamentary reform that could facilitate the Association Agreement implementation that enjoy broad cross-party support. The Project Board and donor will be consulted regarding any significant change to the activity plan as a result of political circumstances. | Project Coordinator, component managers |  |  |  |
| 2 | Resistance to change organisational structures and processes within the VRU Secretariat | 13/02/2018 | Political  or  Regulatory | The project supports a broad reform approach within the VRU Secretariat. Some units of the Secretariat that can move forward towards reform more quickly than others for various reasons including personnel, reform resources requirements, etc.  P =3  I = 3 | The project will favour comprehensive approaches that lead to overall Secretariat enhancement (e.g. through comprehensive institutional analysis, staff survey, etc) but will work with reform positive components of the Secretariat to leverage broad Secretariat transformation. | Project team |  |  |  |
| 3 | Availability of resources in partner parliaments that can be made available to support the Verkhovna Rada | 13/02/2018 | Strategic | The project anticipates continuing to work very closely with the European Parliament to enable access to the broad range of expertise within the European Parliament which is particularly significant to the Verkhovna Rada of Ukraine as it aims to become an exemplary European parliament. However, the Verkhovna Rada also benefits from partnerships with parliaments of European countries which have specific attributed and responsibilities that closely match the functions, needs, and aspirations of the Verkhovna Rada.  P =2  I = 3 | EU-UNDP PRP will continue to build on these existing partnerships with parliaments, and will assist the VRU to expand these partnerships to include at least two other parliaments. Thus, while it is hoped and anticipated that the close working relationship with the European Parliament enabling the transfer of expertise will continue, in the event that following the 2019 European parliamentary elections a political decision is made by the new leadership of the EP to privilege other development priorities, the project will expand its partnerships with other European member state parliaments to fill any gap.  Furthermore, project will use short-term international experts to provide necessary comparative analysis and peer learning related to the VRU internal reform and capacity building. | Project Coordinator |  |  |  |
| 4 | Parliamentary elections in Ukraine in October 2019 will result in loss of reform momentum | 13/02/2018 | Political | The project includes a comprehensive training component for new MPs and their assistants that will explain the reform commitments of the VRU as well as the interlinked commitments of Ukraine to implement the EU-Ukraine Association Agreement. It is anticipated that Ukraine’s overall orientation to reform and to European integration is likely to continue after the 2019 elections, even if the specific governmental coalition changes.  P =2  I = 4 | Should an anti-reform government and parliamentary leadership emerge after 2019, UNDP will consult with EUD and the project board to reassess activities and priorities. | Project board, donor, Project Coordinator |  |  |  |
| 5 | Difficulty engaging women and disadvantaged groups within the project activities, including training opportunities as well as civil society engagement | 13/02/2018 |  | Project team will build on existing close working relationships with Gender Subcommittee of VRU as well as the leadership of the human resources directorate, to assure multi-level engagement of women and disadvantaged groups at all project levels. Civil society engagement strongly integrated into project design, again building on existing activated networks including Open Parliament Initiative.  P =2  I = 3 | The project will maintain gender disaggregated records of participation in project activities, thus identifying areas where greater attention is required to assure equitable participation. The gender focus will be mainstreamed throughout project activities. A specific focus will be made on ensuring enhanced capacity of the VRU staff and MPs to conduct gender sensitive analysis in the legislative and oversight process, as well as to include gender equality as a key principle in the strategic development and human resource development strategies and action plans. | Project Coordinator, capacity development specialist |  |  |  |

**Appendix 2: PARLIAMENTARY REFORM OFFICE CONCEPT NOTE AND 2019 WORK PLAN**

**1. Mission and main objectives of the Parliamentary Reform Office (PRO)**

The Parliamentary Reform Office (PRO) is an advisory group to the Leadership and Secretariat (“Apparatus”) of the Verkhovna Rada of Ukraine (VRU) under the general supervision of the VRU Chairperson, which - as a component of the EU-UNDP Parliamentary Reform Project - provides support to parliamentary reforms aimed at strengthening the functioning of the Ukrainian Parliament, including its Secretariat[[33]](#footnote-34), as a progressively more effective, accountable and transparent institution in carrying out its constitutional responsibilities of legislation, oversight, and representation with positive influence on the overall process of EU-Ukraine Association Agreement implementation.

The main objectives of the PRO include the following:

* Improving the legislative process and parliamentary oversight;
* Enhancing the institutional capacity of the VRU and its Secretariat;
* Strengthening VRU transparency and accountability to the citizens, including through new technologies for better internal processes, communications and participation.

**2. Legal status and institutional position (accountability) of the PRO**

The PRO is an advisory group to the Leadership and Secretariat of the VRU coordinated, from the VRU side, by the Head of the VRU Secretariat, as the Head of the administrative part of the Working Group on Developing and Contributing to Implementation of the Action Plan for Internal Reform and Institutional Capacity Building of the Verkhovna Rada of Ukraine (hereinafter – Working Group)[[34]](#footnote-35), under the general supervision of the VRU Chairperson, as the Head of the Working Group and by UNDP through the EU-UNDP Parliamentary Reform Project. At the strategic level PRO reports to the EU-UNDP Parliamentary Reform Steering Committee (Project Board), which delegates its authority of PRO oversight to PRO Consultative and Oversight Board (COB). COB monitors PRO annual plans implementation, proposes amendments to these plans and provides recommendations to the Steering Committee (Project Board) in terms of PRO monitoring and evaluation.

The Consultative and Oversight Board consists of the Heads of the administrative and political parts of the Working Group, as well as representatives of UNDP, EU Delegation, and the European Parliament (as an observer). COB meetings are held quarterly on the basis of transparency and openness. Members of the Working Group are informed about the COB meeting no later than 10 days before the event. At the operational level PRO is accountable to UNDP as per the applicable project governance rules and regulations.

PRO staff is not civil servants, but rather individual contract holders, selected on the competitive basis, and hired in accordance with UNDP service procurement procedures. The premises and furniture for the PRO are provided by the VRU Secretariat, while technical facilities and equipment are provided by the EU-UNDP Parliamentary Reform Project.

The PRO will act within the framework of reform priorities of the VRU and its Secretariat for 2019-2020 (below) and on the basis of annual work plans developed in cooperation with the VRU Secretariat and PRO COB and adopted by the EU-UNDP Parliamentary Reform Project Steering Committee (Project Board). The indicative work plan for 2019 is a part of this concept.

PRO operates based on the Resolution of the Chairperson of the Verkhovna Rada of Ukraine “On Parliamentary Reform Office”.

**3. PRO Organisation Structure**

At the first implementation phase (April – Dec 2019) the Parliamentary Reform Office will comprise up to 15 persons to be recruited based on full and part-time employment (individual contracts), including:

* **PRO Head**, responsible for day-to-day management and coordination of the PRO activities in line with the parliamentary reform priorities and PRO Work Plan. He/she will also be responsible for e-governance and communication issues, coordinating PRO activities related to communication, civic education and IT-management within VRU Secretariat (see Table below).

and two deputy heads and a number of thematic coordinators engaged on full- or part time basis according to the parliamentary reform areas identified in the PRO Concept:

|  |  |
| --- | --- |
| **Key reform blocks** | **Indicative PRO staff to be engaged**[[35]](#footnote-36) |
| **1. Support to the end-to-end legislative process and parliamentary oversight**  **[Rada4Reforms]** | **PRO Deputy Head on Legislative Processes and Parliamentary Oversight,** coordinating PRO activities related to legislative and normative amendments within VRU Secretariat, including with special focus on amendments to the Rules of procedures related to legislative process and parliamentary oversight.  **PRO Legislative Planning and Monitoring Coordinator**, responsible for development and support to implementation of the strategic planning and monitoring of legislative processes, including a particular focus on legislative basis for the AA implementation.  **PRO Parliamentary Oversight Coordinator**, responsible for development and support to implementation of new parliamentary oversight practices |
| **2. Institutional development and capacity building of the VRU Secretariat**  **[RadaPro]** | **PRO Deputy Head on Institutional Reform and Capacity Building,** coordinating PRO activities related to capacity building, HRM policies and organisational building within VRU Secretariat.  **PRO Human Resources Management Coordinators (1-2 persons).** The part-time HRM Coordinators will be responsible for development and support to implementation of the VRU Secretariat HRM Strategy with a particular focus on key HR functions such planning, attraction, selection and recruitment, performance appraisal, training, motivation. They will work closely with the PRO Organisational Management & Development Coordinator.  **PRO Organisational Management & Development Coordinator,** responsible for support to implementation of Secretariat Strategic Development Plan. |
| **3. Implementing e-Parliament and Communication Strategies**  **[Transparent&Service-OrientedRada]** | **PRO Head** will also lead / coordinate e-governance and communication issues, coordinating PRO activities related communication, civic education and IT-management within VRU Secretariat.  **PRO e-Parliament Coordinators (2-3 persons).** The part-time E-Parliament Coordinators will be responsible for support to implementation of the E-Parliament Strategy with a particular focus on ensuring proper project management of ongoing and upcoming parliamentary e-services. They will work closely with the PRO Organisational Management & Development Coordinator and Communication & Transparency Coordinators.  **PRO Communication, Openness & Transparency Coordinators (3-4 persons).** They will be responsible for support to implementation of the VRU Communication Strategy with a particular focus on internal and external communication and conceptual and project management support to the implementation of specific initiative deriving from the Communication Strategy (branding, press-centre, Parliamentary Education Centre, etc.). |

PRO staff is selected by UNDP through a competitive and transparent service procurement process in accordance with UNDP rules and regulations. At the second phase (January 2020 – February 2021) the composition of the PRO team may be reconsidered.



**4. Reform priorities for the VRU and its Secretariat for which the contribution of PRO is expected**

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| --- |
| **Reform priorities of the VRU and its Secretariat** |
| 1. Support to the end-to-end legislative process:   * Strategic planning of the legislative process by the VRU, CMU and the President; * Enhancing mechanisms of the VRU-CMU cooperation on legislative development (aligning legislative drafting requirements, guidelines, analytical tools, etc.); * Strengthening requirements to explanatory notes to draft legislation (including requirements on impact assessment, financial justification, compliance with Ukraine’s obligations under international agreements); * Improvement of preliminary expertise of draft legislation (inclusivity, HRBA, gender, environmental etc.); * Methodological support to the legislative process. |
| 2. Effective parliamentary oversight over the Government:   * Planning of oversight activities by the VRU and committees (including on state budget); * Improvement of the VRU bodies system for performing oversight; * Introduction of unified form for the executive reports; * Introduction of post-legislative evaluation (scrutiny) within parliamentary oversight |
| 3. Alignment of the VRU Secretariat’s structure with the requirements for effective parliamentary work and goals of the parliamentary reform:   * Comprehensive functional review of the VRU Secretariat structure in the light of the parliamentary reform goals (end-to-end legislative process, oversight, strategic planning, effective internal processes, HRM, e-Parliament services, financial planning, communication) * Comprehensive review of internal process in the light of parliamentary reform goals * VRU Secretariat’s structure and processes updated in line with the functional review and internal processes analysis (including establishment of a research service) |
| 4. Enhancing human resources capacities of the VRU Secretariat:   * Introduction of the requirement for civil service at the VRU Secretariat; * Finalization and implementation of HR Strategy; * Development and introduction of specific HRM tools (requirements for main types of assignments, specific selection tools and methods, performance measurement framework) * Improvement of HRM processes; * Developed and introduction of standard training programs (main focus on online training) |
| 5. Implementations of the e-Parliament strategy:   * Coordination and management of main elements of the e-Parliament Strategy ensured with a particular focus on: * Digitalization of legislative process including the platform of the digital committee, * E-document circulation, * New registration and voting system, * E-services for citizens (petitions, registration for visiting parliament, etc.). |
| 6. Implementation of the Communication strategy:   * Enhancement of internal and external communication; * Coordination and management of main elements of the Communication strategy with a focus on:   + Parliamentary education centre,   + Press-centre,   + Development and coordination of targeted communication campaigns   + Branding strategy |

PRO jointly with the VRU Secretariat will develop draft amendments to the legislative acts on the implementation of the reform priorities of the VRU and its Service for the consideration of, inter alia, Preparatory MP group of the newly elected Parliament.

**5. Role and working methods of the PRO**

PRO activities may include but are not limited to:

* Preparation of draft legislation and by-laws;
* Preparation of draft methodologies and guidelines;
* Facilitation of dialogue between parliamentary committees and factions;
* Facilitation of communication and cooperation between VRU Secretariat, Presidential Administration, Cabinet of Ministers and line ministries, parliamentary committees and factions;
* Supporting project management of various reform initiatives, including IT project management
* Conceptualizing of software tools, training materials and e-curricula;
* Conceptualizing parliamentary education centre and press centre activities;
* Development of implementation plans of VRU reform strategies;
* Monitoring of the status of parliamentary reform implementation (semi-annual/annual reports).

**6. Indicative Work Plan for 2019**

The indicative Work Plan for 2019 will be finalised in the course of March-April 2019 following the recruitment of the PRO senior management (Head and two Deputy Heads).

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| **#** | **PRO Tasks** | **Expected Deliverables of the PRO** | **Beneficiary at the VRU Secretariat** | **Responsible in PRP project** | **Start** | **Finish** |
| **1.1** | **Improvement of the end-to-end legislative process (according to NAM recommendations 1 and 2)** | | | | | |
| 1.1.1 | Support the VRU Secretariat and relevant parliamentary committees in ensuring strategic planning of the legislative process with a specific focus on AA-related legislation | General guidance / principles of legislative planning developed  Proposals for prioritization of legislative planning developed  The Joint Government-Parliament Roadmap on AA implementation updated based on the Action Plan on AA implementation (for 2019, 2020 and 2021)  Monitoring mechanism on the consideration of the Road map draft laws at each stage of the VRU legislative process developed | Main Organizational Department  Chairperson’s Office | Specialist on Legislative Process and Parliamentary Oversight | April 2019  April 2019        April 2019 | December 2019  November 2019    June 2019 |
| 1.1.2 | Support the VRU, Parliamentary Committees and VRU Secretariat in introducing the end-to-end legislative approach through:  enhancing mechanisms of the VRU-CMU cooperation on legislative development (discussion of the concepts, introduction of MP proposal etc);  strengthening requirements to explanatory notes to draft legislation (including requirements on impact assessment, financial justification, compliance with Ukraine’s obligations under international agreements);  improvement of preliminary expertise of draft legislation | Amendments to the legislation on end-to-end legislative process drafted in cooperation with the CMU, SCMU and other stakeholders (submission to the VRU and discussion of the concepts of the draft laws, introduction of MP proposal, strengthening requirements to explanatory notes to draft legislation, improvement of preliminary expertise of draft legislation)  Recommendations on improvement of legislative drafting requirements, guidelines and analytical tools  Recommendations on improvement of preliminary expertise of draft legislation (budget, economic, environmental, inclusivity and gender impact etc.)  Recommendations on necessary tools and practices to ensure coherence of the VRU-CMU requirements for legislative drafting and relevant guidelines, as well as to enhance cooperation on legislative development | Secretariat of the VRU Committee on Rules of Procedure  Main Legal Department | Specialist on Legislative Process and Parliamentary Oversight | April 2019 | December 2019 |
| **1.2** | **Effective parliamentary oversight over the Government (according to NAM recommendations 14, 15, 16 and 20)** | | | | | |
| 1.2.1 | Development and support in implementation of the oversight plans for the VRU and Parliamentary Committees | Template of oversight plans for VRU Committees drafted and piloted for 2 VRU Committees  Oversight plans of 6 VRU Committees developed | Secretariats of the Parliamentary Committees  Chairperson’s Office | Parliamentary Development Specialist | April 2019 | December 2019 |
| 1.2.2 | Introduction of the unified form for the executive reports | Recommendations for the unified form for the executive reports developed in cooperation with SCMU and ministries | April 2019 | December 2019 |
| 1.2.3 | Introduction of post-legislative evaluation (scrutiny) within parliamentary oversight | Methodology on post-legislative scrutiny drafted | April 2019 | December 2019 |
| **2.1** | **Introducing new HRM practices** **(according to NAM recommendations 38-39,41)** | | | | | |
| 2.1.1 | Enhancing VRU Secretariat’s HRM through organizational and communication support in finalization and implementation of HRM Strategy in line with the law "On civil service" | HR Strategy finalized, discussed with the VRU stakeholders and the EP Secretariat and adopted  Action Plan developed, and its implementation started | HR Department | Capacity Development Specialist | April 2019  May 2019 | May 2019    July 2019 |
| 2.1.2 | Enhancing VRU Secretariat’s HRM through aligning the Laws "On Parliamentary Committees" and "On Civil Service" with the needs and requirements of service and HRM in VRU Secretariat including secretariats of the parliamentary committees | Draft amendments to the Laws "On Parliamentary Committees" and "On Civil Service" developed, including on:   * Functions and status of the staff of the Secretariat of the Verkhovna Rada of Ukraine; * Peculiarities of competitive selection process based on good European practices | HR Department | April 2019 | June 2019 |
| 2.1.3 | Introducing effective HRM practices (defining standard job profiles, selection tools, performance assessment framework, etc) in line with the law "On civil service" and good European practices | Recommendations on the HRM practices prepared, based good examples from executive and European parliamentary practice  Recommendations agreed and implemented on:   * Requirements for recruitment planning; * Approaches to attraction of candidates to vacant positions; * Standard and special requirements for key categories of staff developed; * Typical job descriptions for the key position categories developed; * Standard and specific methods for staff selection developed; * Standard and specific methods and methodology of performance indicators for staff developed * Development and implementation of a training policy * Development of a job classification system and job profiles. | HR Department | Capacity Development Specialist | April 2019 | June 2019        December 2019 |
| **2.2** | **Improving organization and performance framework of the VRU Secretariat** | | | | | |
| 2.2.1 | Finalization and implementation of the VRU Secretariat strategic development plan | Strategic development plan for the VRU Secretariat finalized, discussed with VRU stakeholders and EP Secretariat  Recommendations on the implementation of priority tasks developed (draft operational plan) | Head of the VRU Secretariat  HR Department | Capacity Development Specialist | April 2019    July 2019 | June 2019      October 2019 |
| 2.2.2 | Support to functional review and Secretariat’s internal processes analysis and update of its structure and processes (including establishment of a research service) in line with results of the analysis | Support to the functional review and Secretariat’s internal processes analysis provided | Capacity Development Specialist | April 2019 | November 2019 |
| **3.1** | **Implementation of e-Parliament Strategy** | | | | | |
| 3.1.1 | Support the VRU Secretariat and relevant parliamentary Committees in introducing digital legislative process | Amendments to the legislation to introduce a digital legislative process including the platform of the digital committee drafted  Expert and IT project management support to the implementation of the digital legislative process and the digital committee platform to provide tools for:   * Effective paperless electronic interaction between the subjects of the legislative initiative and the VRU Secretariat; * Control over the passage of bills at all stages; * Coverage of the processes and results of plenary and committee meetings, including open data formats. | Department of the Computerized System | Parliamentary E-Governance and Transparency Specialist | April 2019  April 2019 | June 2019    December 2019 |
| 3.1.2 | Support the VRU Secretariat and relevant parliamentary Committees in introducing new registration and voting procedures for MPs aimed, inter alia, at elimination of proxy voting | Amendments to legislation for new registration and voting procedures for MPs drafted and discussed with the relevant VRU stakeholders  Coordination of introduction of new registration and voting procedures for MPs provided based upon the MP's ID card with a personal voting function, including IT project management support | Department of the Computerized System | April 2019  May 2019 | May 2019    August 2019 |
| **3.2** | **Increasing citizens’ engagement into the legislative and political processes (in accordance with the VRU Communication Strategy)** | | | | | |
| 3.2.1 | Improving citizens’ engagement in the legislative and oversight processes (including electronic petitions, online consultations etc) based on the new Open Parliament Action Plan | Draft amendments to the legislation on improving citizens’ engagement (including online and offline consultations with the citizens, procedure of citizens’ engagement in legislative process etc) developed and discussed with the relevant VRU stakeholders | Deputy Head of the VRU Secretariat | Parliamentary E-Governance and Transparency Specialist | April 2019 | August 2019 |
| 3.2.2 | Increasing citizens' awareness and trust to the Parliament through the introduction of a comprehensive civic education policy on the main functions of the legislature, daily activities and opportunities for citizens | Comprehensive concept and action plan on implementation of the parliamentary civic education programme targeted at different audiences and establishment of the parliamentary education centre developed and discussed with the VRU stakeholders  Coordination of introduction of new online and offline tools that will help the VRU to provide citizens with comprehensive knowledge on the Parliament and parliamentarism | Deputy Head of the VRU Secretariat | April 2019  May 2019 | May 2019    December 2019 |
| **3.3** | **Enhancing parliamentary communications (in accordance with the VRU Communication Strategy)** | | | | | |
| 3.3.1 | Support the VRU Secretariat and relevant parliamentary Committees in ensuring an overall framework for parliamentary communications through implementation of the Communications Strategy, including internal (within the Parliament) and external (with key EU and UA stakeholders) strategic communication, notably on the following topics: 1) parliamentary reform in UA; 2) public administration reform in UA (from Parliament’s angle); 3) overall reform process in UA (from Parliament’s angle) | Expertise in implementation of the Communication Strategy, including internal and external strategic communications, provided, including:   * + Concept note and guidelines on introducing new practices in the VRU communication with the journalists through the parliamentary press-centre developed, with a focus on timely, clear and thematically-structured information;   + In cooperation with IT Department and Information department of the VRU Secretariat, the first version of the updated VRU web-portal developed. Web-portal should include person dashboard of a citizen, personal dashboard of an MP and be based on the best practices of UX/UI design to promptly find necessary information on the VRU activities, including in the format of open data;   + Providing expert support in developing new agreed communication policies for the VRU in terms of text, visual elements and contents, to be reflected in the brandbook and detailed guidelines. | Deputy Head of the VRU Secretariat | Parliamentary E-Governance and Transparency Specialist | April 2019      September 2019  April 2019 | December 2019  December 2019  December 2019 |

**Appendix 3: PARLIAMENTARY EDUCATION CENTRE IN THE VERKHOVNA RADA OF UKRAINE**

To raise public awareness of the parliamentary processes by providing unlimited access to public information on the legislative activity of MPs, MP commissions, factions and groups, the Chairman, Vice-Chairmen, the Secretariat and committees of the Verkhovna Rada (CS task No. 2) and to promote the positive image of the Verkhovna Rada of Ukraine through establishment of systemic and coordinated communications (CS task No. 1) using the mechanisms outlined in the Communication Strategy, it is proposed to set up a Parliamentary Education Centre in the Verkhovna Rada of Ukraine.

The Parliamentary Education Centre in the Verkhovna Rada will become a part of the comprehensive parliamentary programme aimed at educating the public and informing it about the tools for interaction with the Parliament, overseeing its work, engaging in the legislative process, and fostering voters’ sense of responsibility for their decisions.

Given the crucial role that understanding of the relevant processes and trust play in the perception of the VRU and the fact that such trust starts developing in childhood, the Parliamentary Education Centre will set off by targeting the audience of schoolchildren of three age groups (at the first stage): young – 6-9 y. o.; middle – 10-14 y. o.; and senior – 15-18 y. o. Further, the target groups may include also adult and elder population as well as foreign citizens.

The main tasks of the Parliamentary Education Centre at the first stage include:

- informing school children on the functions, structure and main tasks of the Verkhovna Rada of Ukraine and its place among other public authorities;

- training school children of different age groups to use tools and opportunities for interaction with the Parliament;

- raise awareness of citizens about key constitutional competences of the VRU and its main elements defining its performance;

- forming a sense of citizens’ responsibility and the importance of the effects of their vote on public policy-making.

The key expected results of the Parliamentary Education Centre at the first stage are as follows:

- comprehensive interactive online and offline training modules on the functioning of the Parliament and the role of a citizen, developed in cooperation with the Ministry of Education and Science and integrated with the school curriculum;

- increased trust to Parliament as an institution effectively carrying out its constitutional responsibilities;

- full-fledged advanced training courses on parliamentary education for teachers of comprehensive education institutions;

- increased number of visitors to the Verkhovna Rada from all over Ukraine up to 50 thousand per year (by the end of 2020) and public awareness of the work of the legislature;

- increased level of public trust in the Parliament.

The project, including PRO will provide technical support to the Parliamentary Education Centre in accordance with the project document and PRO concept as well as project and PRO annual work plans. Staff salaries, office rent and utilities, furniture and equipment, office supplies to be covered from the state budget.

1. The exact dates of the project's start and end will be defined in the corresponding contribution agreement between the EU and UNDP. The project may be extended in duration and/or scope subject to the availability of funding and satisfactory performance. [↑](#footnote-ref-2)
2. Literally ‘Supreme Council of Ukraine’. [↑](#footnote-ref-3)
3. Electoral reform is currently being discussed and several draft laws have been prepared, some of which may change the electoral system or modify some elements. [↑](#footnote-ref-4)
4. As of 1 December 2018. [↑](#footnote-ref-5)
5. Statement by the International Election Observers Mission (including official observers deployed by the European Parliament), ODIHR, October 2014. [↑](#footnote-ref-6)
6. Parliamentary groups are referred to as “fraktsiya” in Ukrainian. Traditionally, this is transposed into English as “faction”, which normally means a dissenting group within a political party. Although this is not a proper and correct translation, “faction’ is commonly used to denote the formal political groups in the Verkhovna Rada and does not have any of the negative connotations of the term ‘faction’. [↑](#footnote-ref-7)
7. Available on the web-site "European integration portal": <https://eu-ua.org/dorozhnya-karta-yevrointegraciynyh-zakonoproektiv> (version as of 24 October 2018) [↑](#footnote-ref-8)
8. <https://www.kmu.gov.ua/ua/news/uryad-i-parlament-shvalili-dorozhnyu-kartu-vikonannya-ugodi-pro-asociaciyu-z-yes> [↑](#footnote-ref-9)
9. Officials of the political cabinets (assistants of members of parliament) are not covered by the law "On civil service" [↑](#footnote-ref-10)
10. http://zakon.rada.gov.ua/laws/show/1035-19 [↑](#footnote-ref-11)
11. Decision of the VRU Chairperson of 24 November 2016 No 480 (not published on the VRU web-site) [↑](#footnote-ref-12)
12. Draft Law No. 6256 on the number of committees provides for establishing a smaller, fixed number of up to 20 committees, with mandates corresponding as far as possible to ministerial portfolios. That will contribute to more effective the oversight role of committees.

    Draft law No. 7550 provides for application of d'Hondt method of distribution of committee posts to ensure their unprejudiced allocation, based on strict proportionality between number of MPs seats and positions held by a faction on a purely statistical approach. [↑](#footnote-ref-13)
13. A survey by the KIIS in 2017. [↑](#footnote-ref-14)
14. A survey by the Razumkov Center in 2017 found that 24.8% of the respondents trust the President, 68.2% do not trust; the Government - 19.8% and 73.1% respectively, and the Verkhovna Rada, 8% and 80.7% respectively. A 2017 poll of the Kucheriv Foundation found that Ukrainians consider as the most corrupt public services the medical institutions (82 percent), parliament (82 percent), the courts (81 percent), government (75 percent), the prosecutor general’s office (75 percent), and political parties (74 percent). [↑](#footnote-ref-15)
15. The World Bank, World Development Report 2017: Governance and the Law [↑](#footnote-ref-16)
16. In September 2015, the [United Nations (UN)](https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Glossary:United_Nations_(UN)) adopted an agenda titled [Transforming our world: the 2030 Agenda for Sustainable Development](http://sustainabledevelopment.un.org/post2015/transformingourworld). The EU was instrumental in shaping the global 2030 Agenda, which has now become the world's blueprint for global sustainable development. The 2030 Agenda represents a commitment to eradicate poverty and achieve sustainable development by 2030 worldwide. The 17 SDGs and their 169 associated targets are global in nature, universally applicable and interlinked. The 2030 Agenda integrates in a balanced manner the three dimensions of sustainable development. [↑](#footnote-ref-17)
17. Ibid. [↑](#footnote-ref-18)
18. The term VRU Secretariat used hereafter includes staff of both VRU Apparatus and secretariat of the parliamentary committees [↑](#footnote-ref-19)
19. Subject to adoption of a relevant decision of the Parliament (expected in January 2019) and availability of the office space. [↑](#footnote-ref-20)
20. In March 2016 the EP and VRU secretariats signed an "Administrative cooperation agreement", a first ever this kind of agreement European Parliament has signed with other parliament. The Administrative Cooperation Agreement between the EP and the VRU has been renewed until June 2019. [↑](#footnote-ref-21)
21. See Memorandum of Partnership Between the European Parliament and the Verkhovna Rada of Ukraine on a Joint Framework for Parliamentary Support and Capacity Building of 3 July 2015.

    <http://www.europarl.europa.eu/the-president/resource/static/files/mou_ep-vru_030715.pd>f

    In the course of the Rada for Europe the VRU has established partnership agreements with a number of parliaments of European countries, including Ireland, Scotland and Croatia. [↑](#footnote-ref-22)
22. Assistance in implementing specific initiatives defined in the e-Parliament Strategy, notably the new voting and registration system is subject to availability of necessary legal basis and financial resources within the VRU secretariat to rollout and maintain new IT systems. [↑](#footnote-ref-23)
23. Subject to update at the inception phase of the project. [↑](#footnote-ref-24)
24. To be discussed and monitored during quarterly monitoring meetings, as well as Project Board / Steering Committee meetings. [↑](#footnote-ref-25)
25. https://www.kmu.gov.ua/ua/npas/pro-shvalennya-koncepciyi-vprovadzhennya-informacijnoyi-sistemi-upravlinnya-lyudskimi-resursami-v-derzhavnih-organah-ta-zatverdzhennya-planu-zahodiv-shodo-yiyi-realizaciyi [↑](#footnote-ref-26)
26. https://www.kmu.gov.ua/ua/npas/deyaki-pitannya-realizaciyi-reformi-derzhavnogo-upravlinnya [↑](#footnote-ref-27)
27. This activity is subject to positive conclusion of the above analysis as a most cost-efficient and technically feasible and financially sustainable solution. [↑](#footnote-ref-28)
28. Assistance in implementing specific initiatives defined in the e-Parliament Strategy, notably the new voting and registration system is subject to availability of necessary legal basis and financial resources within the VRU Secretariat to rollout and maintain new IT systems [↑](#footnote-ref-29)
29. As above. [↑](#footnote-ref-30)
30. The effective number of staff may be higher in case of resource to part-time employment. [↑](#footnote-ref-31)
31. To be used where UNDP is the Implementing Partner [↑](#footnote-ref-32)
32. To be used where the UN, a UN fund/programme or a specialized agency is the Implementing Partner [↑](#footnote-ref-33)
33. According to the VRU resolution of 17 Mach 2016 "On measures with regard to implementation of the recommendation on internal reform and strengthening institutional capacity of the Verkhovna Rada of Ukraine" [↑](#footnote-ref-34)
34. Decision of the VRU Chairperson of 24 November 2016 No 480 [↑](#footnote-ref-35)
35. The effective number of staff may be higher in case of resource to part-time employment. [↑](#footnote-ref-36)