

# New Civil Service - the European Model of Good Governance for Ukraine

**Yulia LYKHACH**, First Deputy Director of the Center for Adaptation of the Civil Service to the Standards of the European Union

# Public Administration and Civil Service Reform

*The rule of law, **good governance**, fighting corruption, ..., promotion of sustainable development and effective multilateralism are the main principles for strengthening relations between the Parties.*

## EU-Ukraine Association Agreement



# Strategic Framework

The aim of public administration reform is to define and strengthen the overall managerial and administrative capacity of the state apparatus on the basis of principles of good governance and best practices of EU member states, its transformation into an effective instrument of continuous and sustainable development of our country, as well as meet the needs of the citizens of Ukraine.

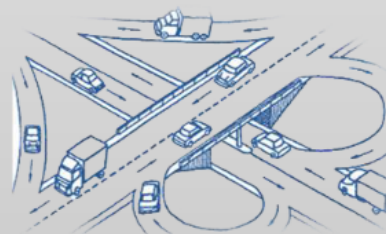
## Platform of Changes

- EU Ukraine Association Agreement and Action Plan for the Agreement implementation, which provides civil service reform based on European standards
- Financing Agreement (Contract for Development of the State of Ukraine) between Ukraine and the European Commission
- The reform program of the President of Ukraine "Strategy for Sustainable Development "Ukraine - 2030"
- Agreement on a coalition of parliamentary factions "European Ukraine"
- The Cabinet of Ministers of Ukraine
- Pattern legislative support reforms in Ukraine



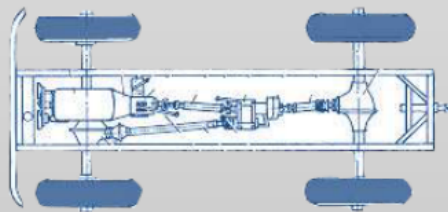
## Reform priorities

- building professional, uncorrupted, prestigious and oriented on the needs of citizens civil service
- allocation of politics and administration
- implementation of competency model of HRM
- harmonization of civil service and service in local government
- establishment of transparent model of remuneration and motivation of civil servants career
- personnel support of decentralization process



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# Reform priorities

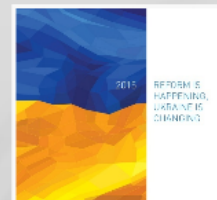
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# Legal framework

Civil service reform to a large extent determines the success of other reforms, the results of which are directly dependent on the quality of administrative decisions of government authorities

- Strategy of Public Administration Reform in Ukraine for 2016-2020, adopted by the Resolution of the Cabinet of Ministers of Ukraine of June 24, 2016 № 474-r
- Reform Strategy of civil service and service in local self-government authorities for the period up to 2017 and the Action plan for its implementation, adopted by the Resolution of the Cabinet of Ministers of Ukraine of March 18, 2015 № 227-r
- Law of Ukraine "On Civil Service" of December 10, 2015 № 889-VIII
- Draft Law of Ukraine "On service in local self-government authorities" (registration № 2489 of March 30, 2015)



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# Law of Ukraine "On Civil Service" of December 10, 2015 № 889-VIII

This Law defines principles, legal and organizational framework for ensuring public, professional, politically neutral, efficient, citizen-focused civil service that functions in the interests of the state and the society, and procedure for Ukrainian citizens to exercise their right to equal access to civil service based on their merits and personal qualities

### Positions Classification

**141. Senior Civil Servants**

- State Secretary of the Cabinet of Ministers of Ukraine and the State Secretary
- Minister of Ukraine
- Members of the Cabinet of Ministers of Ukraine, heads of state administration
- Members of the Verkhovna Rada of Ukraine, heads of state administration
- Members of the Cabinet of Ministers of Ukraine, heads of state administration
- Members of the Cabinet of Ministers of Ukraine, heads of state administration

**142. Heads of Departments**

- Heads of departments of the Cabinet of Ministers of Ukraine, heads of state administration
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**143. Positions**

- Positions of senior civil servants
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### System of Civil Service Management

- Cabinet of Ministers of Ukraine
- Central executive authority, which ensures the formation and implementation of state policy in the sphere of civil service
- Commission on Senior Civil Service and corresponding competition commissions
- Heads of civil service
- HR units



### Commission on Senior Civil Service

- Permanent collegial body
- The Commission shall consist of:
  - representative designated by the Verkhovna Rada of Ukraine upon representation of the Cabinet of Ministers of Ukraine whose mandate extends onto issues of the civil service among persons holding senior civil service posts
  - representative designated by the President of Ukraine
  - representative designated by the Cabinet of Ministers of Ukraine among persons holding senior civil service posts
  - head of the central executive authority ensuring the formation and implementation of state policy in the sphere of civil service, or official
  - head of the National Agency on Corruption Prevention, ex officio
  - representative of the State Court Administration of Ukraine
  - one representative from each of the following, joint representative body of representative all-Ukrainian associations of trade unions at the national level, and joint representative body on behalf of employees at the national level
  - four representatives of civil associations, research institutions, education institutions, experts with relevant qualifications, elected according to the procedure approved by the Cabinet of Ministers of Ukraine
- The Powers of the Commission:
  - carries out competition for the vacant senior civil service positions and submit to the appointing entity proposals as regards the winner of the competition and the second winning candidate to the vacant position
  - considers proposals and gives consent for early dismissal of senior civil servants
  - approves standard requirements to the professional competences of senior civil servants
  - approves the list of civil service positions, positions of political advisory office and positions of staff performing service functions, as well as establishes categories of civil service positions, upon representation of the head of civil service, in successors of auxiliary bodies set up by the President of Ukraine




### Entry into the Civil Service

- competitive recruitment for all positions of civil service based on merits and achievements
- written requirement to be professional competence as stipulated by civil service positions
- open-step selection procedure independent of qualification requirements, no system, seniority, leading a career
- open competitive selection used in cases of public representation into the competitive organizations
- written civil service positions of information on vacant civil service positions and application of vacancies
- transparency of the Commission on Senior Civil Service and other state bodies




### System of Labour Remuneration of Civil Servants



- 70% official salary rate
- 30% official salary rate
- 70% official salary rate
- 30% official salary rate

### Reform results

- improvement of quality of public services. Services will be provided by the competent staff
- depoliticized, stable and professional civil service that is focused on citizens to perform tasks in the public interest
- involvement of talented citizens in the civil service
- transparent civil service which is controlled by the civil society



### Optimization of expenditures for labour remuneration

- Scheme of salaries in civil service positions to be fully determined by the Cabinet of Ministers of Ukraine
- Index of the minimum salaries of the highest and lowest civil service positions to 1 to 1
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- Optimization of the structure of state administration and other public administration bodies and other public administration bodies
- Preservation of payroll financing authorities



# Positions Classification

## "A" - Senior Civil Servants

- State Secretary of the Cabinet of Ministers of Ukraine and his/her deputies
- state secretaries of ministries
- heads of central executive authorities, deputy heads of local state administrations
- heads of civil service in other government authorities, whose jurisdiction extends to the entire territory of Ukraine
- heads of the Apparatus of the Constitutional Court of Ukraine, Supreme Court of Ukraine, the high specialized courts, their deputies

## "B" - Heads of departments

- heads of structural units of the Cabinet of Ministers of Ukraine, ministries, central executive authorities and other government authorities, heads of regional authorities and their structural units, their deputies;
- deputy heads of local state administrations;
- heads of the Apparatus of appeal and local courts, heads of structural units of courts and their deputies;
- deputy heads of civil service in other government authorities, whose jurisdiction extends to the entire territory of Ukraine

## "C" - Performers

- all other civil service positions not classified in categories "A" and "B" (specialists)



A 98	"A"
A 95	"B"
DT	"C"

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- heads of civil service
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## Commission on Senior Civil Service

### 1. Permanent collegial body

### 2. The Commission shall consist of:

- representative designated by the Verkhovna Rada of Ukraine upon representation of the Committee of the Verkhovna Rada of Ukraine whose mandate extends onto issues of the civil service among persons holding senior civil service posts
- representative designated by the President of Ukraine
- representative designated by the Cabinet of Ministers of Ukraine among persons holding senior civil service posts
- head of the central executive authority ensuring the formation and implementation of state policy in the sphere of civil service, *ex officio*
- head of the National Agency on Corruption Prevention, *ex officio*
- representative of the State Court Administration of Ukraine
- one representative from each of the following: joint representative body of representative all-Ukrainian associations of trade unions at the national level, and joint representative body on behalf of employers at the national level
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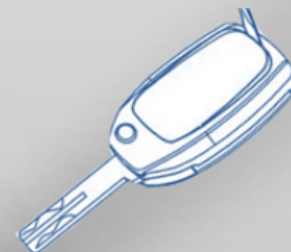
### 3. The Powers of the Commission:

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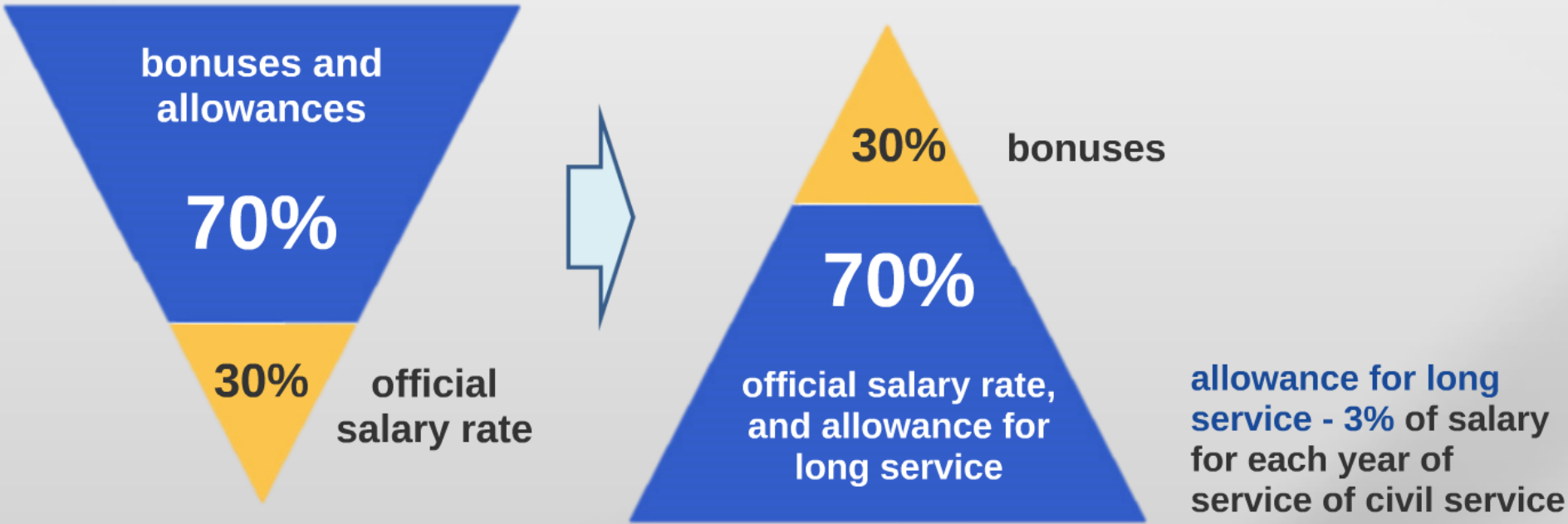


# Entry into the Civil Service

- competitive recruitment for all positions of civil service based on merits and achievements
- unified requirements for professional competence of applicants for civil service positions
- three-step selection procedure: inspection of qualification requirements (education, experience), testing, interview
- open competitive selection and inclusion of public representatives into the competitive commissions
- unified web service publication of information on vacant civil service positions and competition announcements
- functioning of the Commission on Senior Civil Service and other competitive commissions



# System of Labour Remuneration of Civil Servants



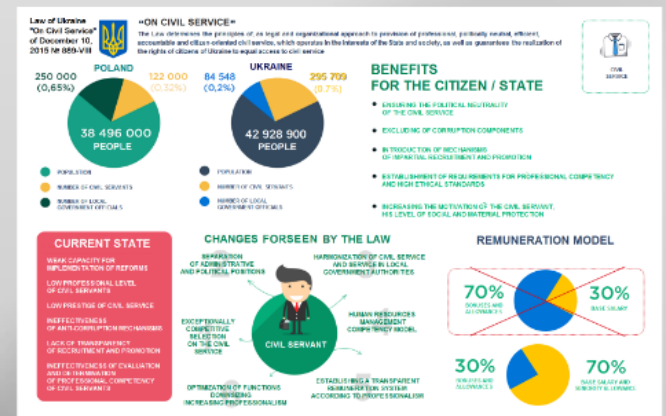
## Optimization of expenditures for labour remuneration

1. Scheme of salaries in civil service positions is annually determined by the Cabinet of Ministers of Ukraine
2. Ratio of the minimum salaries of the highest and lowest civil service positions is 1 to 7
3. Minimum size of the salary of Group 9 in government authorities, whose jurisdiction covers the territory of one or more areas, cities of regional significance, is:
  - from 1 January, 2017 - 1.25 of the minimum wage
  - from 1 January, 2018 - 1.5 of the minimum wages
  - from July 1, 2018 - 1.75 of the minimum wage
  - from 1 January, 2019 - 2 minimum wage
4. Optimization of the structure of state authorities and setting the ratio of executive positions (categories A and B) to positions performers (category C) no more than 1 to 3
5. Preservation of payroll fund in government authorities

Remuneration groups	
1	Head of state authority
2	First deputy head
3	Deputy head
4	Head of independent structural unit
5	Deputy head of independent structural unit
6	Head of units within independent structural unit, his/her deputies
7	Chief specialist
8	Lead specialist
9	Specialist

# Reform results

- improvement of quality of public services. Services will be provided by the competent staff
- depoliticized, stable and professional civil service that is focused on citizens to perform tasks in the public interest
- involvement of talented citizens to the civil service
- transparent civil service which is controlled by the civil society

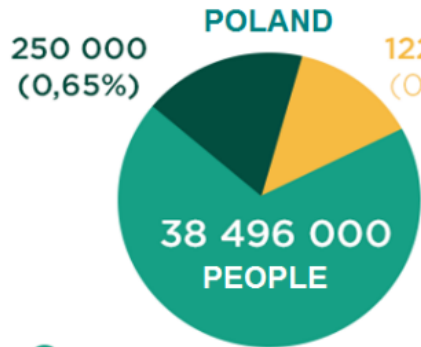


Law of Ukraine  
"On Civil Service"  
of December 10,  
2015 № 889-VIII

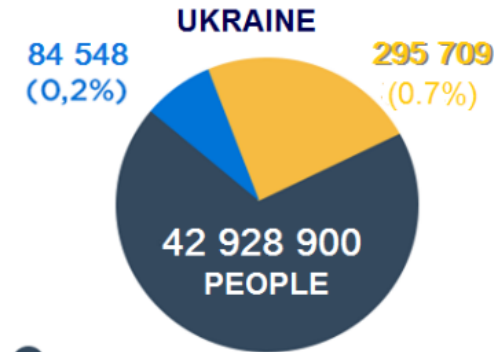


## "ON CIVIL SERVICE"

The Law determines the principles of, as legal and organizational approach to provision of professional, politically neutral, efficient, accountable and citizen-oriented civil service, which operates in the interests of the State and society, as well as guarantees the realization of the rights of citizens of Ukraine to equal access to civil service



- POPULATION
- NUMBER OF CIVIL SERVANTS
- NUMBER OF LOCAL GOVERNMENT OFFICIALS



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- NUMBER OF CIVIL SERVANTS
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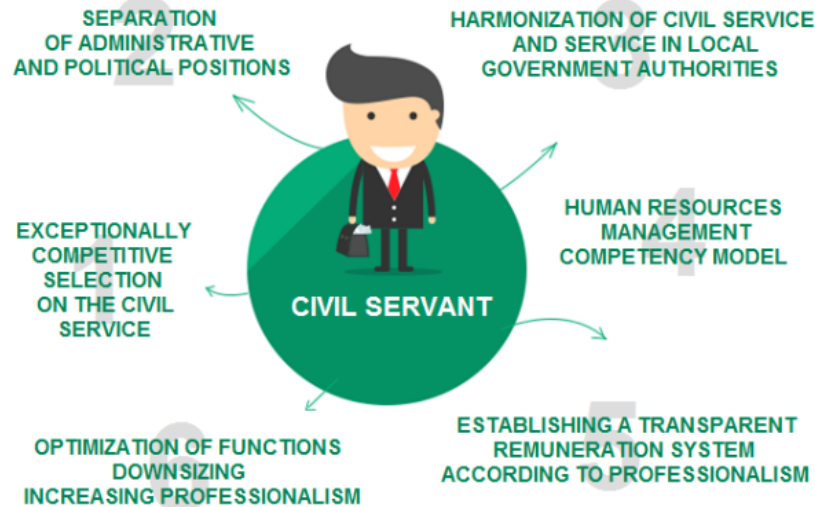
## BENEFITS FOR THE CITIZEN / STATE

- ENSURING THE POLITICAL NEUTRALITY OF THE CIVIL SERVICE
- EXCLUDING OF CORRUPTION COMPONENTS
- INTRODUCTION OF MECHANISMS OF IMPARTIAL RECRUITMENT AND PROMOTION
- ESTABLISHMENT OF REQUIREMENTS FOR PROFESSIONAL COMPETENCY AND HIGH ETHICAL STANDARDS
- INCREASING THE MOTIVATION OF THE CIVIL SERVANT, HIS LEVEL OF SOCIAL AND MATERIAL PROTECTION

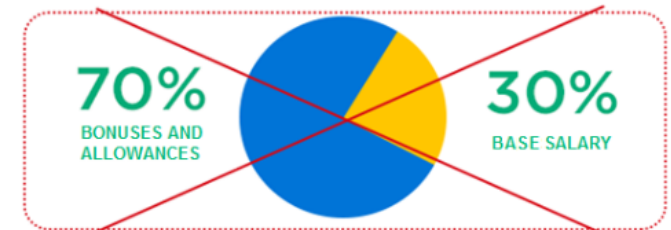
## CURRENT STATE

- WEAK CAPACITY FOR IMPLEMENTATION OF REFORMS
- LOW PROFESSIONAL LEVEL OF CIVIL SERVANTS
- LOW PRESTIGE OF CIVIL SERVICE
- INEFFECTIVENESS OF ANTI-CORRUPTION MECHANISMS
- LACK OF TRANSPARENCY OF RECRUITMENT AND PROMOTION
- INEFFECTIVENESS OF EVALUATION AND DETERMINATION OF PROFESSIONAL COMPETENCY OF CIVIL SERVANTS

## CHANGES FORSEEN BY THE LAW



## REMUNERATION MODEL





# Strategy of Public Administration Reform in Ukraine for 2016-2020

**Issues concerning Public Administration Reform**

- Improving the quality of public administration and public services
- Set public, strategic priorities, principles and objectives of public administration reform
- Proposed to often and consistent cooperation with all key stakeholders

**Involved institutions**

Key institutions involved include the Cabinet of Ministers, Parliament, and various ministries such as the Ministry of Internal Affairs, Ministry of Justice, and Ministry of Education and Science.

**The objective and scope of public administration reform**

**Objective:** Building reform of public administration of Ukraine based on European standards of public administration

**The reform covers:** Cabinet of Ministers of Ukraine, Ministry and other central executive authorities

**The reform doesn't cover:** Local Self Government, Administrative Justice

**Strategic priorities and objectives of public administration reform**

- Strategic framework for reform**
  - Establish a strategic framework for reform
  - Develop a strategic framework for reform
  - Implement a strategic framework for reform
- Strategic planning and coordination of policies**
  - Develop a strategic framework for reform
  - Develop a strategic framework for reform
  - Implement a strategic framework for reform
- Goal implementation strategy**
  - Develop a strategic framework for reform
  - Develop a strategic framework for reform
  - Implement a strategic framework for reform

**Implementation, coordination and assessment**

Key milestones include the development of a strategic framework, the implementation of the reform, and the assessment of the reform's impact.

**Expected results of public administration reforms**

**System of public administration in 2020:**

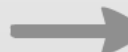
- Efficient and transparent public administration
- High quality of public services
- Accountability and transparency
- Public Financial Management

**Strategic priorities and objectives of public administration reform**

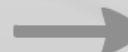
- Accountability - organization, transparency and responsibility**
  - Develop a strategic framework for reform
  - Develop a strategic framework for reform
  - Implement a strategic framework for reform
- Provision of administrative services**
  - Develop a strategic framework for reform
  - Develop a strategic framework for reform
  - Implement a strategic framework for reform
- Public Financial Management**
  - Develop a strategic framework for reform
  - Develop a strategic framework for reform
  - Implement a strategic framework for reform



Meets Government Action Plan priority:  
*"Improving the quality of public  
administration and public services"*



*Set goals, strategic priorities, principles and  
objectives of public administration reform*



*Prepared in close and consistent  
cooperation with all key stakeholders*

# Involved institutions



Ministry of Finance of Ukraine



Ministry of Justice of Ukraine



Ministry of Economic Development and Trade of Ukraine



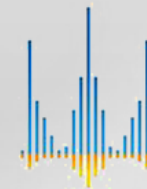
Ministry of Regional Development, Construction and Housing and Communal Services of Ukraine



Cabinet of Ministers of Ukraine



National Agency of Ukraine on Civil Service



State Agency of Ukraine on e-governance



Center for Political and Legal Reforms



Reanimation Package of Reforms



Civic Platform "New Country"



EU Delegation to Ukraine



EU Advisory Group



British Embassy



Consulting Company PricewaterhouseCoopers (PwC)

# The objective and scope of public administration reform

## Objective:



Building system of public administration of Ukraine based on European principles of public administration

## The reform covers:



Cabinet of Ministers of Ukraine



Ministries and other central executive authorities

## The reform doesn't cover:



Local Self-Government



Administrative justice

# Strategic priorities and objectives of public administration reform

1

## Strategic framework for reform

- Good political leadership and coordination
- Good communication support
- Sufficient implementation capacity

2

## Strategic planning and coordination of policies

- Delegation of powers on decision making from Cabinet of Ministers of Ukraine to the ministries and central executive authorities
- Enhancing the role of ministries in the formation and coordination of state policy
- Electronic system of workflow in central executive authorities and between them

3

## Civil service and HRM

- Introduction of state secretaries institution in the ministries and Secretariat of the Cabinet of Ministers of Ukraine on a competitive basis
- Introduction of a transparent and fair remuneration system
- Establishment in the ministries and other central executive authorities the "Reform Team"

# Strategic priorities and objectives of public administration reform

4

## Accountability - organization, transparency and supervision

- Rational system and clear subordination of central executive authorities
- Clear definition of responsibilities of central executive authorities and elimination the duplication of functions
- Optimization of organizational structure of central executive authorities

5

## Provision of administrative services

- Reducing the administrative burden on citizens and business
- Improving the quality of administrative services, including in electronic form
- Introduction of administrative procedures in accordance with EU principles

6

## Public Financial Management

- According to the Strategy of Public Finance Management system, approved by the Resolution of the Cabinet of Ministers of Ukraine of August 1, 2013 № 774-r, or an updated Strategy for public finances reform

# Expected results of public administration reforms

## System of public administration in 2020:



Ensures proper implementation of political decisions and legal provisions, the system is transparent, predictable and customer-oriented



Aimed at the sustainable economic growth, contributes to the development of entrepreneurship and investment



Rational use financial and human resources of the country, state authorities are an attractive and effective employers



Create conditions for fulfillment of citizens

# Implementation, coordination and assessment

**CABINET OF MINISTRIES OF UKRAINE**

- Adoption of political decisions

**Coordination council of PAR**

- Approval of key decisions
- Monitoring and assessment of implementation

*1 per month*

**Working group of the heads of civil service**



**CMU Secretariat's Division, which is responsible for PAR**

- Ensuring the sustainability
- Coordination of implementation
- Preparation of periodic reports
- Support of the Coordination Council of PAR

*constantly*

**Working groups in areas of reform  
Ministries and other central executive authorities experts**

- Preparation of draft decisions
- Implementation of adopted decisions
- Drafting periodic report

*constantly*



*Financial support*



*Communication support*

**Prezi**





## Center for Adaptation of the Civil Service

To the standards of the European Union

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