

DYNAMICS

THE NEWSLETTER OF THE U-LEAD WITH EUROPE PROGRAMME
ISSUE # 8, DECEMBER, 2018 - JANUARY 2019



Petro Poroshenko speaking at the annual Forum of Amalgamated Hromadas.
Photo: U-LEAD Archives

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IMPRINT

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Production and distribution:
U-LEAD Monitoring, Visibility and
Knowledge Management Team

AMALGAMATED HROMADAS FORUM – EUROPE CONTINUES SUPPORT FOR DECENTRALISATION

In Ukraine, 7 December marks Local Self-Government Day. The day serves as a reminder of the progress the country has made in its democratic reform. For the past three years, the annual Forum of Amalgamated Hromadas has acted as a prelude to the celebration, gathering key players in Ukraine's decentralisation reform in Kyiv to take stock of the progress made.

At the forum on 5 December 2018, representatives from local authorities discussed the current status of the reform, its future vision and how the country can achieve full amalgamation in the next two years. Petro Poroshenko, President of Ukraine, opened the conference stating, "There are still many 'white spots'. It is necessary we continue with maximal stimulation of further amalgamation." In 2019, all perspective plans of oblasts should be formed with full coverage by AHs. As the president outlined, "In 2020 local elections should take place, provided that the whole territory of Ukraine is covered by amalgamated hromadas."

Prime Minister Volodymyr Groysman added, "The reform requires a new phase." He explained how successes help generate further results. "We have been implementing this reform for five years, and the next years should be a leap forward in the development of regional economy and improvement of people's lives." The road map for the next phase of decentralisation was approved by CabMin on 23 January 2019.

Ambassador Hugues Mingarelli, Head of the EU Delegation to Ukraine, talked about the benefits already felt by local residents. "The decentralisation process has already had a positive impact on living conditions of Ukrainian citizens," he said. Mentioning the support provided through U-LEAD, he announced, "In recognition of the success of the decentralisation reform, the EU has decided to extend the U-LEAD with Europe Programme beyond 2019."

Georg Milbradt, Special Envoy of the German Government for the Ukrainian reforms in the areas of governance and decentralisation, praised the regional participants of the forum, saying, "The success of decentralisation became possible due to local self-government leaders." Addressing the challenges for 2019 and 2020, he gave the following advice, "As the German experience showed, it is impossible to voluntarily amalgamate the whole state territory." Legislation should limit this option. However, as he noted, "There is no need to use the stick, you only need to show it. This should be enough for hromadas to amalgamate themselves."



SUSANNA DELLANS

PROJECT MANAGER,
SUPPORT TO IMPROVED ADMINISTRATIVE
SERVICE DELIVERY

MAKING THE KNOWLEDGE AVAILABLE FOR EVERYBODY

Establishment of a well-functioning Administrative Service Centre (ASC) requires comprehensive knowledge in various areas.

Our team has gained a lot of experience during the field work with hromadas all over Ukraine. We are eager to develop and share the best practices of a well-functioning ASC and have documented and conceptualised this experience into seven manuals. The manuals will help answer questions not only about how to integrate the maximum amount of services, but also questions on how to make an ASC more environmentally friendly and a place that is accessible and free from all types of discrimination.

The manuals are continuously updated and available for everyone. They provide comprehensive guidelines for the institutional and physical aspects of ASC establishment, for training of ASC personnel, for awareness raising and citizen engagement during the ASC establishment and opening and for energy efficiency for ASCs.

In December 2018 we launched our Gender Manual that provides guidelines for integrating gender mainstreaming in the work of the ASC. The Gender Manual is available on our website for everyone interested.

We strive to ensure that people of any gender can receive administrative services in ASCs that are free from discrimination and harassment. Gender inequality in the field of service provision is a reality. Of the 112 hromadas participating in the first round of the Roll-Out Phase, only 16 are headed by women. At the same time, an absolute majority of staff in ASCs are women.

We believe that gender mainstreaming of hromada activities will significantly improve the wellbeing of every hromada's residents and contribute to local growth and development, so the focus for this issue of Dynamics is on gender equality. We kindly invite you to explore this angle of decentralisation with us.

U-LEAD IN THE SPOTLIGHT



KYIV IMPLEMENTER FOR ESTABLISHMENT OF WELL-FUNCTIONING ASCS SELECTED

The Swedish International Development Cooperation Agency, Sida, has selected NIRAS as the implementer for the Roll-Out Phase of U-LEAD with Europe's Support to Improved Administrative Service Delivery. NIRAS Sweden AB will work with hromadas on establishment and modernisation of up to 600 well-functioning ASC in compliance with the Terms of Reference developed by the Programme's experts.



KYIV LEGISLATION CHALLENGES IN ADMINISTRATIVE SERVICE DELIVERY DISCUSSED AT ROUND TABLE

A two-day round table on legislative challenges in the sphere of administrative service delivery has been conducted by the experts of U-LEAD with Europe's Support to Improved Administrative Service Delivery.

Representatives of the Government, the Parliament's Committee, State Services, Associations, international projects as well as heads of hromadas and ASCs discussed the problems and prospects of the administrative service delivery regulation, essence of the ASC, the role of the administrator and the basic list of services.



KYIV INFOSESSIONS ON ROUND 3 OF WELL-FUNCTIONING ASC ESTABLISHMENT CONDUCTED

More than 700 leaders of AHs and ASCs, Oblast State Administrations and other local authorities took part in information sessions and learned about the possibilities of participation in the Programme's Support to Improved Administrative Service Delivery. Information sessions were held with the support of Oblast State Administrations and U-LEAD's Local Government Development Centres.



KYIV U-LEAD STEERING COMMITTEE MEETING

"U-LEAD with Europe is the most systematic project working on decentralisation reform," said Hennadii Zubko, Vice Prime Minister of Ukraine and Minister of Regional Development, at the fifth U-LEAD steering committee meeting at the House of Decentralisation on 14 December 2018. The focus of the meeting was on achievements since April 2018. As he added, "The programme shows great results." Stefan Schleunig, Head of Cooperation of the EU Delegation to Ukraine, outlined how decentralisation is the principal reform in Ukraine for donors and government partners alike. "The work of MinRegion and the international community is bringing results," he said. "It is now important to move forward with strong government ownership and accountability with responsibilities on both sides of the relationship." The meeting looked at the future roadmap to the end of 2019 and beyond. As Mr. Zubko said, "2019 will be key for creating perspective plans for AHs and Oblast Councils to ensure 100% coverage throughout the country."



DNIPRO ZRADVECHIR IN DNIPRO

What do you do when your production is seized by your manufacturers? Existential questions require good answers. Anastasia Merkotan, co-founder of Ukrainian clothing brand "TrempeL", had questions and answers and new ideas at hand on how to face setbacks – both in business and in personal life. At the ZradVechir, an "evening of mistakes", dealing with the bumpy way to amalgamation at the Art Centre Kvartrya in Dnipro on 13 December 2018, she was one of many ready to talk openly, with passion and humour about how they failed and how they succeeded in the end. For Andrii Pinchuk, village starosta in Novooleksandrivska AH, "The scariest thing was that adults had stopped dreaming in our hromada." The solution? By going door to door and engaging with members of the community directly, he convinced them to change themselves to get the change they wanted.



KYIV EGOV4UKRAINE PROVIDES RECOMMENDATIONS FOR UKRAINIAN GOVERNMENT IT SYSTEMS DEVELOPMENT

EGOV4UKRAINE, the State Agency for E-Governance and the National Civil Service Agency of Ukraine with the EU's financial support have audited Ukrainian government information systems and developed 14 recommendations for their upgrading and development. The audit lasted until October 2018 and included 573 IT systems of 66 government organisations and 24 regional administrations. "The overview of IT systems gave us a good basis to prepare the integration of government databases with the data exchange system Trembita for the provision of efficient and transparent public services and accelerate the development of e-services for citizens," said Mari Pedak, Team Leader of the EGOV4UKRAINE project. More detailed recommendations are available here. In the future, the survey will become annual and will include all owners and managers of government information systems.

SHE-LEADS – LAUNCH OF NEW FEMALE LEADERSHIP PROGRAMME



Photo: U-LEAD Archives

Even though women make up more than half the population in Ukraine, recent statistics say only 15% of leading positions in local self-government are held by women. Time for female leaders from amalgamated hromadas and Local Government Development Centres (LGDCs) to come together and change the situation. Launched on 12 December 2018, She-LEADS is a new female leadership network for local self-governance that gives women a voice and a platform for that voice to be heard. Backed by U-LEAD with Europe, the network helps strengthen gender parity and contributes to reaching United Nations Sustainable Development Goal (SDG) 5 on gender equality. By connecting through the network, female leaders can share experiences and help establish and reinforce their positions in local self-governance.

Decentralisation reform promises to respond better to the needs of all citizens. "If that promise is to be kept, more women in leadership positions need to be part of the process", said Anja Fischer, U-LEAD with Europe Team Leader Sector Reforms, about the launch in Kyiv.

The She-LEADS female leadership network will help increase exposure of the contributions women make – and empower women to both take on the responsibility of leadership in their communities and overcome social and gender stereotypes in their communities. The role U-LEAD with Europe will play is to initiate and establish the network and support its wide-ranging activities with a steering function. Activities will include working groups on different topics for women to share experiences of barriers or difficulties to their work and ideas on how to break through them with shared good practices. Building up on the ground-level work, the plans are to hold two top-level network forums a year to effect changes in policy. Workshops are also planned to promote leadership skills among women, together with a training syllabus in soft skills.

Further intended outcomes include promoting and streamlining gender equality in local self-governance, achieving greater representation of women's voices in politics and policy development, and paving the way for future mentoring programmes between experienced and younger female leaders.



Photo: U-LEAD Archives



KATERYNA LEVCHENKO
GOVERNMENT COMMISSIONER
FOR GENDER POLICY

THE U-LEAD WITH EUROPE INTERVIEW

INTEGRATING THE GENDER APPROACH IN THE STATE SERVICES INSTITUTIONS

Q: How the gender equality situation has changed in Ukraine over the last five years?

Several years ago, we really wanted the gender mainstreaming policy to be not just an addition to the governmental programmes, but also to run through all government processes. Today we can state that gender mainstreaming has become an active, vital process that develops and allows to strengthen the equality of rights and opportunities for women and men in all spheres of life.

After the responsibility for gender policy coordination was assigned to the Vice Prime Minister for European Integration, an institutional support in this area has increased.

Q: Which Government documents are currently key to local self-government authorities in terms of implementation of gender equality?

In 2018, the Government developed and adopted a number of documents that can be considered a guide for all sectors, ministries, regions of Ukraine. The most important practical steps include the introduction of gender budgeting, the formulation of plans and programs of gender mainstreaming at each structure level of public authority, local self-government agencies.

Whereas in summer only 53 central executive bodies (CEBs) had commissioners for gender matters, in November all CEBs already had such coordinators. They are also appointed in each OSA. It is important that the functional responsibilities of these coordinators are as clearly as possible described in the executive instructions, regulations, etc.

Q: How in your opinion the Manual on "Integrating the Gender Approach in the ASC Operation" can help in the implementation of gender equality in the hromada?

The Manual is essentially a collection of specific practical recommendations that can be tested and implemented in the hromadas. The tips and recommendations in the Manual are presented in a plain language, the results and possible risks are described in detail. The lack of accessible practical information is one of the weaknesses in the implementation of gender equality policy on site. It is important that the Manual is accessible to anyone on the site, and all participating hromadas of the Roll-Out Phase will learn about it and be able to undergo necessary training in gender equality. re practical application and it needs to be further developed.

DECENTRALISATION DYNAMICS

KHMELNYTSKYI OBLAST TAKES THE FIRST PLACE, ZAKARPATTIA DIFFERS BY STABILITY: MONITORING DATA

According to the results of 2018, the Khmelnytskyi Oblast outran the Zhytomyr Oblast and took the first place in the oblasts' ranking for the formation of amalgamated hromadas. This is evidenced by the monitoring data of the decentralisation and local self-government reform process prepared by MinRegion as of 10 January 2019. The Zhytomyr, Chernihiv, Zaporizhzhia, Volyn and Ternopil Oblasts are also among the leaders of the ranking, holding 2-6th places respectively. The full version of the monitoring data is available [HERE](#)

PLAN OF MEASURES TO IMPLEMENT THE PRESIDENTIAL DECREE "ON ADDITIONAL MEASURES TO ENSURE THE REFORM OF DECENTRALISATION OF POWER" APPEARED

The Government approved the Plan for the implementation of the Presidential Decree dated 6 December 2018, No. 422 "On Additional Measures to Ensure the Reform of the Decentralisation of Power". The Ministry of Regional Development, Construction, Housing and Communal Services of Ukraine has been commissioned, with the participation of other central executive authorities and all-Ukrainian associations of local self-government bodies, to ensure that the Government submits a draft law on improvement of legislation on local elections in connection with the formation of amalgamated hromadas to the Verkhovna Rada.

During 2019, MinRegion and the Ministry of Finance should take measures to provide state support for the completion of capable amalgamated hromadas' formation throughout the country by 2020. MinRegion, other central executive authorities and oblast state administrations are charged with strengthening the capacity of AHs and rural areas' development by providing financial support to local self-government bodies to implement educational reforms.

SINCE THE BEGINNING OF THE YEAR HROMADAS HAVE GOT MORE POWERS IN LAND MATTERS

On 1 January 2019, the Law of Ukraine "On Amendments to Certain Legislative Acts of Ukraine in Respect of the Issue of Collective Ownership of Land, Improvement of Agricultural Land Use Rules, Prevention of Raidership and Stimulation of Irrigation in Ukraine" came into force. According to the experts of the Association of Ukrainian Cities, the law creates an effective mechanism for using agricultural land to prevent raidership and stimulate irrigation, as well as solving the problem of using collectively owned land.



SUCCESS STORY

When doctors know patients personally, it has a positive impact.
Photo: U-LEAD Archives

PROVIDING A BETTER LEVEL OF HEALTHCARE IN RURAL COMMUNITIES

In rural settlements like Hnizdychiv, healthcare services often lack the quality found in larger towns. Facilities lack equipment, medical staff needs opportunities for advanced training, basic first aid medicines are in short supply, and so on. To get treated, residents of villages mostly go straight to the nearest cities for simple tests and consultation on problems that would be easy to treat in their local clinic.

When local services go unused, maintaining employees leads to inefficient spending of budget funds. With high expenditures for healthcare at a low quality of services, Hnizdychiv hromada looked for ways to improve the situation. Medical specialists and hromada administrative employees looked at the options for support which the U-LEAD with Europe Programme and the Lviv LGDC could provide. A course in "Management of Primary Healthcare Institutions within the Reform of the Healthcare System" gave the medical specialists a better idea of practical opportunities and tools for improving services, e.g. developing management competence at the primary healthcare centre, reorganising the centre's activities and better management of family doctor practices. The Hnizdychiv AH took note and transformed its clinic into a communal non-profit enterprise, the "Hnizdychiv Outpatient Clinic of General Practice of Family Medicine." The Hnizdychiv settlement council now both owns and manages the enterprise. The purpose is to provide primary healthcare for the local population and improve its quality.

As enterprise director Dariya Pankiv explains, "These changes are bringing good results." The clinic now houses an outpatient clinic with three family doctors, two dentists, a gynecologist, a physiotherapeutic room, and a laboratory. The hromada also purchased state-of-the-art medical equipment. "When funding improves, it is possible for us to purchase equipment for the clinic and improve the quality of healthcare services for citizens," she adds. As one of the first enterprises in the AHs in Lviv Oblast, it also signed an agreement with the National Health Service. The clinic now receives money when patients and doctors sign a declaration of treatment. This move not only helps bring in much needed funds, it also builds trust. "When doctors serve patients and know them personally, this has a positive impact on medical consultation," says Dariya Pankiv.

GENDER-BASED APPROACH IN THE ASC OPERATION

ADVANTAGES OF GENDER-RESPONSIVE ASC FOR THE HROMADA



Deeper understanding of the problems and needs of women and men residing in the hromada



An opportunity to become a gender-responsive statistics centre



Balanced representation of women and men in the ASC



Highly efficient ASC providing the targeted and fair services for everybody



6 STEPS

TOWARDS IMPLEMENTATION OF GENDER-RESPONSIVE APPROACH IN THE ASC OPERATION

1

RAISING AWARENESS ON GENDER MATTERS THROUGH TRAININGS

2

GATHERING THE DETAILED DATA DISAGGREGATED BY GENDER

3

EQUAL ENGAGEMENT OF MEN AND WOMEN IN ALL STAGES OF PLANNING AND ASC OPERATION

4

INTRODUCTION OF GENDER-BASED APPROACH IN THE ARRANGEMENT OF WORKING AREA OF THE INSTITUTION

5

CREATING CONDITIONS FOR GENDER BALANCE AT ALL LEVELS

6

BUILDING GENDER-SENSITIVE COMMUNICATIONS

U-LEAD VOICES

With decentralisation, attention is focused on a particular personality, its needs and qualities. Today there is a public demand for the gender-sensitive services delivered by an ASC as the closest to people institution.

Hennadii Zubko
Vice Prime Minister,
Minister of Regional Development,
Construction, Housing and Communal
Services of Ukraine

The accessibility and equal opportunities for all community members are the main criteria of gender equality. It is important that these issues are highlighted in the U-LEAD manual.

Taras Tokarsky
Deputy Minister of Regional
Development, Construction, Housing
and Communal Services of Ukraine

We know and we feel this whenever we are travelling to regions that for millions of Ukrainians the decentralisation process has had already positive impact on their living conditions. So once again full praise for what has been carried out over the last four years. In recognition of this very important effort, we have taken the decision to extend our U-LEAD with Europe Programme to ensure our support to decentralisation beyond 2019.

Hugues Mingarelli
Head of the EU Delegation to Ukraine, Kyiv

This publication has been produced with the assistance of the European Union and its member states Denmark, Estonia, Germany, Poland and Sweden. The contents of this publication are the sole responsibility of its authors and can in no way be taken to reflect the views of the European Union and its member states Denmark, Estonia, Germany, Poland and Sweden.

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