

**Strategic review of response to the
crisis and post-crisis recovery in
Ukraine in the context of COVID-19
pandemic**

under the United Nations Development
Programme's project "Crisis coordination and
management in Ukraine"

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Preamble

COVID-19 pandemic has become the first global challenge on an unprecedented scale in this century. The crisis it caused is the first challenge of that scale for the globalised community in its transit towards post-industrial information society. Mankind in general, and countries in particular, are organising response and remedial action in respect of the crises of such kind — for the first time in the context of a system based on the principles of Charter of the United Nations, respect of human rights and aspiring sustainable development enshrined in the 2030 Agenda for Sustainable Development.

Ukraine's specific feature involves increase of adverse impact of coronavirus-related crisis ("coronacrisis"), among other factors. *Firstly*, it's the armed conflict going on since 2014, loss by the Ukrainian State of its control over the territories in Eastern region and in Crimean peninsula as a result of actions of the other UN member-state and a permanent member of the UN Security Council, and security and humanitarian crisis which followed. There are almost 1.5 million of internally displaced persons¹ and over 3 million persons in need of humanitarian aid² in Ukraine. At the same time, the internationally recognised government cannot control 7% of internationally recognised area of the state. *Secondly*, it's a full-scale reformation of the state and socio-economic system, including in the spheres of public administration and health care, which has become a dominant motive in the State's domestic policy. International commitments in the framework of regional integration into the European Union are among key impulses towards that reformation going hand in hand with powerful public inquiry. Therefore, a crisis caused by COVID-19 may be considered not only as a threat to Ukraine, but also, an opportunity for consolidation and applying its own experience and achievements made in the context of the crisis, and also, for making incentives for transitional and transformational processes in public administration, social interactions and in the sphere of development. Over last five years, Ukraine has achieved progress in implementation of 15 out of 17 Sustainable Development Goals³, and the Senior Leadership of the State have defined SDGs as the strategic milestones of the national Government⁴. Integration of the Sustainable Development Goals, even deeper than ever, should be a key element in the planning and implementation of the coronavirus recovery programmes and projects, as consolidation of previous years' achievement is needed, on the one hand, and on the other hand, the use of the potential for shock impact on the system of government to intensify progress towards Sustainable Development Agenda.

COVID-19 crisis is a full-blown crisis of public health, bearing at the same time a prominent intersectoral character. Very limited understanding of the crisis is its characteristic

¹ According to the Ministry of Social Policy: [Internally displaced persons — Ministry of Social Policy of Ukraine](#)

² According to the UN <https://www.unocha.org/ukraine>

³ Voluntary National Review progress towards achievement of the Sustainable Development Goals in Ukraine: https://sustainabledevelopment.un.org/content/documents/26295VNR_2020_Ukraine_Report.pdf

⁴ Decree of the President of Ukraine No. 722/2019: <https://www.president.gov.ua/documents/7222019-29825>

feature as over a long period of time, preparedness for the pandemic was not among the prevailing dominant ideas of the international security discourse. Great importance attached to compliance with such basic instruments as physical distancing in the age of artificial intelligence and mobile technologies even in the most technologically developed countries is striking.

Understanding of social and natural disease transmission factors also remains limited. Recency of the infection and still ongoing study thereof limit technical dimension of such understanding. Technical factors are multiplied by the limitations caused by generally accepted approaches to personal data protection, and especially, in the sphere of health care. The limitations are also premised on the considerations as regards prevention of dissemination of misinformation and causing panic along easily accessible communications lines, and those considerations serve as safeguards against spread of ‘infodemic’⁵. Quarantine restrictions introduced almost in all countries of the world have, together with quite understandable care about public health, their side effect — subject to severeness of the measures undertaken — in the form of serious restriction of freedoms and life-sustaining activities established at the mundane level in modern consumerist society.

Account taken of the significance of comprehensive research of social, political and economic aspects of the coronacrisis, the fact that COVID-19 has different effect on various ethnic (and particularly, in motley societies in terms of ethnicity and race) and social (trade migrants and refugees) groups is not clear enough, and analysing it is vital in the condition of mobility and established diversity in the social and political discourse. Civil unrest in the USA taking place since the end of spring and early summer 2020 may serve as an example of potential impact of anti-epidemic restrictions in a society focused on personal rights and freedoms which has, however, a notable degree of social stratification.

Coronacrisis is a challenge for binary approaches in the area of development. States representing an entire spectrum of diversity under social and economic indicators and different political systems, such as USA, Brazil, India, Russian Federation, and the Republic of South Africa, are in the top five showing the highest COVID-19 incidence rates. Approaches to calculating virus’s lethality rates vary depending on particular features of the health care systems in certain countries, which, in fact, renders it impossible to introduce unified indices based on certain globally accepted standards. It probably requires studying interdependency between the pandemic’s key rates in different countries and population’s distribution by age, climatic factors, social and domestic practices at the community levels⁶.

However, the necessity to form an effective alliance between at least the national governments, international organisations and civil society, with participation of scientific

⁵ Ukraine after Coronacrisis — Ways towards Healing. Statement to the scientific paper. National Institute for Strategic Studies, 2020.

⁶ According to the statement of the Minister of Health Care of Ukraine made on 26 June 2020, an average virus’s lethality rate over Ukraine is 2.6%, while Germany shows 4%, USA — 5%, Spain — 9.5% and France — 18%.

community, appears to be indisputable⁷ in order to respond to coronacrisis and to remedy consequences thereof at regional and global levels.

According to the respective recommendations⁸ of the World Health Organisation (WHO), the key objective for the national governments in their response to, and remedying of, the crisis caused by COVID-19, should be striking a balance between controlling the epidemic and prevention of the most disastrous social and economic effects of the quarantine restrictions. The thorougher the quarantine restrictions are, the more effective prevention of the disease from spreading is. At the same time, in that case, the resulting effects of the economic crisis are severest. Economic crisis further makes those exposed to disease even more vulnerable by complicating their access to health care services and forcing them into neglecting considerations of their own health and health of surrounding people in an attempt to sustain life, therefore, creating a vicious circle.

Under such circumstances, the risk-oriented and adaptive approach to quarantine chosen by the Government of Ukraine, which is equidistant both from the approach to achieving herd immunity due to absence of restrictions and from rigid, total quarantine for an indefinite term until discovery and distribution of the anti-COVID-19 vaccine in sufficient quantities appears to be a ‘golden mean’.

This document presents a strategic analysis of multi-sectoral aspects of response to the crisis and post-crisis recovery in Ukraine in the context of COVID-19 pandemic, and develops proposals based on the existing national plans and international recommendations to be further taken into account in drawing up relevant inter-sectoral politics (in socio-economic and humanitarian and health care sectors etc.). Such inter-sectoral policies are planned to be developed and recommended for implementation by the central executive authorities and other public institutions of Ukraine (e.g. Public Health Care at the Ministry of Health Care of Ukraine), and also, by the inter-agency and collegiate bodies (e.g. State Commission on Technogenic and Environmental Safety and Emergency Situations) and those under the authority of the Government of Ukraine.

Moreover, based on this strategic review and inter-sectoral policies, drawing up agency-level plans on crisis and emergency management and coordination for central executive authorities of Ukraine is planned. In particular, the following CEA are to be covered by those plans to be drawn up: Ministry of Social Policy, Ministry of Foreign Affairs, Ministry for Development of Economy, Trade and Agriculture, Ministry of Communities and Territories Development, Ministry of Infrastructure, Ministry of Youth and Sports, Ministry of Digital Transformation, Ministry of Education and Science, Ministry of Culture and Information Policy, Ministry of Energy.

⁷ In this context, it is worth stating that the interactive data aggregating system based on global COVID-19 monitoring was introduced by Johns Hopkins University.

⁸ Strengthening and adjusting public health measures throughout the COVID-19 transition phases. Policy considerations for the WHO European Region.

The review's doctrinal basis is incorporation of the strategic essence of protecting life and health of the population and development of public health together with the strategic essence of restoration of all standard aspects of individual and public activities and reduction and mitigation of the coronacrisis effect on people. This strategic review aims at giving assistance in development of the approaches and mechanisms of crisis management, supporting monitoring and coordination of action aiming at response to the crisis situation with the account taken of the gender aspect. Within such framework, special attention is given to development of the initiatives which supplement and conceptually further the strategic and operative steps already undertaken by the Government of Ukraine in response to COVID-19 pandemic, including, among other things, amending domestic legislation regarding infectious diseases, adoption of legal and normative acts and industry-specific standards, allocation of public funds, establishment of information and analytical measures etc. It is expected that approaches and mechanisms capable of being applied within the executive branch of Ukraine not only in order to respond the crisis caused by COVID-19 and remedy its consequences, and also, to other crises and events, and agency-level plans of crisis management will become the product of the strategic review.

General situational analysis

The first case of COVID-19 was documented in Ukraine on 3 March 2020 in Chernivtsi oblast, and the active phase of pandemics (exceeding the rate of one case per 1 million) started on 25 March⁹. In August 2020, COVID-19 cases in Ukraine crossed the 100 thousand mark (about half of those cases were active at that moment) with 2 thousand deaths among them and with 1.3 million tests made. A number of confirmed cases, with certain allowance for the amounts of testing, is close to international average.

Regulatory support and information processes are the key aspects at the level of public administration in crisis situations. In March and April 2020, a number of amendments were made in the Law of Ukraine "On Protection of Population from Infectious Diseases"¹⁰. Specifically, those amendments established:

- additional payments to medics and other personnel directly engaged in works with the view to eradication of outbreak of coronavirus;
- provisions on self-isolation, observation, provisional and specialised healthcare institutions in the area under quarantine;
- provisions on epidemiological search by testing;
- authorisation of personal data processing without a person's consent in the framework of epidemiological response;
- insurance payments to medical and other personnel engaged in control of COVID-19.

⁹ According to *Economic Recovery Center Civic Union*

¹⁰ <https://zakon.rada.gov.ua/laws/show/1645-14#Text>

Amending existing framework Law was an optimal decision on the part of the Government of Ukraine in the light of the need in urgent action because adoption of a fresh legislation required longer time and heavier procedural load on various layers of governance. At the same time, in the context of fuller recovery based on the analysis of the experience gained in spring and summer months of 2020, further improvement of effective sector-specific legislation with the view to bringing it up to a level enabling optimal law enforcement in the context of COVID-19 as well as outbreak of other infectious diseases, is possible.

For example, the Law contains a definition of a bacterial host but it doesn't contain a definition of a virus host. There is a notion of a contagious patient in place but it still remains unclear, for example, to what category and in accordance with the letter of the Law, fall the infected persons who do not show symptoms of a disease (which often is a case with COVID-19 pandemic). In the light of the up-to-date preliminary scientific studies, expansion, amendment or specification of such definition may become necessary.

It is proposed that MoH, in its capacity as a central executive authority responsible for formation and implementation of state policy in relevant sphere, together with the Public Health Care, in its capacity of a public institution responsible for maintaining and strengthening of public health, disease social-hygienic monitoring, epidemiological surveillance and biological safety, group and population preventive healthcare, epidemic control and healthcare strategic management, carry out analysis of the Law in the context of recovery and enhancement of preparedness for other possible outbreaks of infectious diseases or for epidemiological surveillance. Technical support of the analysis and drawing up proposals on improvement of legislation in the sphere of infectious diseases in Ukraine, and specifically, in terms of administration, may be provided by the body at Secretariat of Cabinet of Ministers, responsible for coordination of crisis management efforts.

When instituting and extending quarantine, the Cabinet of Ministers adopted two following resolutions (one of 11 March, taking into account a decision of the State Commission on Technogenic and Environmental Safety and Emergency Situations of 10 March, and the other of 20 March 2020, as amended). The nationwide quarantine instituted as from 12 March was set to continue through 22 May, and it was subsequently extended through 31 July, 31 August and 1 November, with further modification to adaptive quarantine with the adaptivity criteria introduced as well. The criteria set the indicators to show regions with considerable incidence of COVID-19. At the same time, stepping up or suspension of epidemiological response might be applied in the region (oblast, AR of Crimea) and the cities of Kyiv or Sevastopol) or individual administrative units thereof, based on a decision of a regional commission on technogenic and environmental safety and emergency situations made on a recommendation of the regional Chief Sanitary Officer. Transition to the second more 'localised' option was made in August 2020, together with introduction of 4-level rating of the regime of adaptive quarantine with zoning going down to the level of raions and cities of oblast significance. On the one hand, such approach appeared to be more flexible and targeted but, on the other hand, it has incurred displeasure of local communities assigned to stricter quarantine

regime zones. A two-week period of review by MoH with the view to assigning ‘red’, ‘orange’ and ‘yellow’ zones was established.

On 20 May 2020, the procedure for self-isolation was established (with an option of using an electronic service “Work at home” of the Unified State e-Services Web-Portal) and medical observation¹¹ in the context of COVID-19. In the light of growing COVID-19 cases after a month from implementation of the above procedures, its rate then running rampant in late summer, an efficiency analysis of self-isolation and observation should be carried out, and also, problem areas in application of those tools aiming at controlling spread of coronavirus should be identified. Such an analysis has to take account of the optionality for a person in self-isolation to opt between control via a mobile application of a system “Work at home” and control to be performed by the National Police, National Guard, epidemiologists or other authorised persons. It is necessary to establish what way of controlling self-isolation is much more effective, and due to what factors, and how general effectiveness of self-isolation measures is to be enhanced. The same way, an efficiency analysis of the measures of medical observation taking into account its mandatory and optional aspects, and also, dynamics of people’s arriving in Ukraine during pandemic, and especially, flows of forced arrivals, particularly, those from among labour migrants, should be carried out. In addition to the above efficiency analysis of self-isolation and medical observation, regular ongoing analysis of progress and results of virus mapping (case finding) should be performed and standard operating procedures (SOPs) must be developed for governmental agents involved, and also, wallet card issued against signature to the persons under the above virus mapping procedures.

Under the adaptive quarantine, those arriving from abroad are divided into two groups (by countries of departure) of self-isolation/medical observation regimes — ‘green’, where the number of active COVID-19 cases is less than 40 per 100 thousand (no self-isolation is required after arrival), and ‘red’, where the respective number of active cases exceeds 40 per 100 thousand (self-isolation/medical observation is mandatory after arrival). Other countries have established their own approaches to entry of foreign nationals into their territories during the pandemic. In this context, entry to the vast majority of the member-states of the European Union, a key economic partner of Ukraine, closed for Ukrainians remains an issue of concern. On the one hand, Ukraine had shown a notable hike in COVID-19 cases in late summer. On the other hand, similar processes have taken place in a number of other countries over the same period, and they, like in Ukraine’s case, may be a particular result of increased testing among population, and also, of case finding and tracing back chains of infection due to more active and effective virus mapping. Epidemiological indicators don’t demonstrate abnormalities but rather, as at the end of August 2020, correspond to average global and regional values.

Along with that, it is worth noting that the Order of 02.04.2020 No. 762 “On approval of the protocol “Delivery of medical care with a view to treatment of coronavirus disease (COVID-19)” introduced a unified state protocol for treatment of patients with coronavirus, and the country currently works towards overcoming the epidemic by the updated medical standards of delivery of medical care to patients, developed based on WHO protocols. In this

¹¹ <https://zakon.rada.gov.ua/laws/show/291-2020-%D0%BF#Text>

connection, it is proposed that the Ministry of Foreign Affairs intensify their efforts towards lifting restrictive measures for Ukrainian citizens insofar as they concern border crossing, and particularly, by way of revision and implementation of the relevant action plan of cooperation with consular institutions of the European Union member-states, and handing over, via diplomatic channels, medical protocols for treatment of patients with coronavirus disease and testing patients with COVID-19, which were developed and approved by the Ministry of Health Care, to diplomatic missions of the respective countries in Ukraine.

Since in accordance with the Law “On Protection of Population from Infectious Diseases”, the Cabinet of Ministers is entrusted with financial and logistic support, and also, with inter-agency coordination of efforts aiming at abortion of epidemics, a resolution of the Cabinet of Ministers was adopted on 25 March 2020, and it provides for granting budgetary subventions in the amount of UAH 1.75 billion to local budgets with the view to COVID-19 control, with the Ministry of Health Care of Ukraine appointed as a main spending unit¹². Such region-oriented approach is absolutely in conformity with the practices prevalent during the pandemic, and especially, in the countries comparable with Ukraine in their sizes, according to which a key role in fight against endemic is given to local authorities, and also, with the key principles of the national policy of decentralisation and development of local capacity.

The Cabinet of Ministers has also exempted from taxation a number of medical products necessary for COVID-19 control, and facilitated the procedures for their procurement¹³. The Chief Public Sanitary Officer, within his efforts aiming at pandemic control in Ukraine, issued provisional sanitary and epidemiological recommendations¹⁴ on trading activities, public catering, public events, office upkeep, provision of the dental and domestic services, operation of public transport etc. It is advisable to analyse the experience gained as a result of implementation of the above importing and procurement measures, and also, based on the sanitary and epidemiological recommendations, and generalise it in the form of consolidated recommendations as regards health care-related procurement and sanitary and epidemiological measures during the crisis.

The Ministry of Health Care drew up the protocols for treatment of coronavirus disease COVID-19¹⁵. Based on the experience of implementation of renewed standards for COVID-19, improvement of the existing standards for other infectious diseases or development of such standards for diseases whose outbreaks may be expected or anticipated in the future might become relevant.

The COVID-19 epidemic was defined by the State Commission on Technogenic and Environmental Safety and Emergency Situations as a medico-biologic emergency at the national level whose liquidation was to be managed by the Deputy Minister of Health Care — Chief Public Sanitary Officer of Ukraine. In order to harmonise administrative

¹² <https://zakon.rada.gov.ua/laws/show/250-2020-%D0%BF#Text>

¹³ <https://zakon.rada.gov.ua/laws/show/224-2020-%D0%BF#Text>

¹⁴ [Chief Public Sanitary Officer of Ukraine](#)

¹⁵ Order of MoH of Ukraine No. 1411 of 16.06.2020 “On amending of Medical Aid Standards “Coronavirus disease (COVID-19)””

measures aiming at response and recovery in the context of the coronacrisis and possible other crises caused by spreading of infectious diseases, it is necessary to analyse existing crisis management and coordination mechanisms at the level of the Cabinet of Ministers and the central executive authority responsible for formation and implementation of public healthcare policy, the Ministry of Health Care, and the emergency response system represented by the mechanisms of the State Commission on Technogenic and Environmental Safety and Emergency Situations headed by the Prime Minister having the Minister of Communities and Territories Development, the Minister of Internal Affairs and the Head of State Emergency Service of Ukraine as Deputies. Two systems (one of whole-of-government strategic coordination and the other of prompt response in emergency) have to be synchronised, and particularly, especially at the regional and sub-regional levels. In other words, synchronisation of legal and administrative regimes of the ‘quarantine’ (under the Law of Ukraine “On Protection of Population from Infectious Diseases”) and ‘emergency’ (under the Code of Civil Protection of Ukraine) is necessary. Based on the analysis, an administrative algorithm of the response system having current COVID-19 crisis as an example should be developed, divided into blocks: whole-of-government identification of a crisis which may require a regime of emergency, and the strategic coordination → role of the respective line CEA (MoH in this case) → medico-biological emergency at the national level and its regional and sub-regional aspects → medico-biological emergency at the regional level and its sub-regional aspects. Based on that algorithm, it is possible to further develop standard operating procedures (SOPs) for the officials of all levels, from the servants of CEA to the members of local administrations and local governments, officers of law enforcement authorities, social services, education workers etc.

Through the example of an administrative algorithm of the response system developed based on the medico-biological emergency as an example, subsequent or simultaneous development of similar administrative templates for other emergencies, in accordance with the State Commission’s nomenclature.

In accordance with the recommendations of WHO, availability of the analytical data on the incidence of a disease in the country at the regional and community levels is key to response in the context of COVID-19 pandemic and planning adaptive measures aiming at alleviating or stepping up quarantine restrictions. The Cabinet of Ministers of Ukraine publishes analysis of the data placed in public access on the website covid19.gov.ua with the dashboards visualising those. Currently, data sharpening is performed at the level of the oblasts and in the city of Kyiv. In order to identify cluster outbreaks and cases of spread of the disease in certain populated localities, it is recommended to consider technical capacity for visualising analytical data at the lower levels of administrative territorial division: raions, territorial communities, certain populated localities, and especially, those which are distant from the oblast and raion centres or from laboratories and healthcare institutions. Such localisation of analytical data will

raise the level of informed decisions, and will also make the COVID-19 mode of occurrence clearer for people, and particularly, those in not highly urbanised localities.

Together with the matter of localisation of analytical data, it is recommended that a potential for integration of available information resources and processes involving COVID-19 into the unified information management system of response and recovery in the context of pandemics be considered. Such information management system could additionally comprise the capacities of the database and geoinformation system, and also, include modules of virus mapping, aid given to sick people, analysis of channels of infection at the level of communities, administrative units, and at the national level etc. The system has to ensure opportunities for as high as possible data disaggregation by gender and age. Amount of the data available in the system may be defined by the level of access privileges of the relevant operator (reading/use/administering or technical data/analytical data/administrative data). The integrated COVID-19 information management system would be able, in its turn, to have elements integral with other automated information systems of crisis response and management in Ukraine, and also, with the information systems relating to other infectious diseases or to infectious diseases in whole (e.g. the Electronic Integrated Infectious Disease Surveillance Information System (EIIDSIS)). The Integrated Information Management System is capable of being of use to the management community, including in submission of regular statistical summary reports currently published by the National Security and Defence Council but it will also possess an expanded analytical element and be used as a publicly-access interface. Identification of information needs and processes of all stakeholders, and also, differentiation of the access levels for different user and operator categories is the precondition for functioning of such system.

Indicators of testing rate (meaning a number of conducted tests per number of detected cases of infection) are of high value in general analysis. Regular provision and update of such data ensures an opportunity for better understanding of the nature of changes in statistics when alleviating or stepping up quarantine restrictions. Availability of doubles among the samples (meaning more than one test collected from the same person) is an additional matter which requires specification for making an insight.

Apart from testing dynamics, disaggregation plays an essential role — up to the level of the maximum possible data disaggregation in respect of the indicators of adaptive quarantine by gender and age. It enables analysis of coverage by testing or disease growth rate directly among the risk groups (and particularly, elderly people), as well as identifying possible imbalances in response involving gender issues.

In the light of the need of balancing epidemiological response and social and economic considerations as mentioned in the WHO recommendations, when conducting current case analysis and planning quarantine and recovery measures, it is necessary to take into account particular features of Ukraine in comparison with other countries of the region and the world.

Specifically, under classification of the World Bank, Ukraine falls into the group of countries with lower middle income¹⁶, so, quarantine restrictions have to be especially sensitive

¹⁶ [Lower middle income | Data](#)

to take into account its economic impact both for men and women. Population's average financial savings are low¹⁷.

Along with that, Ukraine is characterised as having a high human development index, and first of all due to the population's high amount of education. It gives grounds for relying on a relatively high level of consciousness of people, provided they are informed enough, and respectively, on the potential for intense outreach and communication (awareness building) work.

The strategy for such outreach and communication (awareness building) work may combine provisions on restrictions and positive examples. Positive examples may be specifically based on the 'success stories' of people who have got over the virus and call upon people to comply with the rules set, or those stories may involve successful contact tracings of broken infection transmission chains in certain communities and localities. Otherwise, with the focus solely on prohibitions for the people who scrupulously comply with the quarantine restrictions over the entire effective period thereof, it may lead to lack of impulse for such conduct. Among other things, it may be caused by previous numerous public statements by the officials back in March–May 2020 that severe restrictions during the inception phase of the quarantine were needed, first of all, to win time to build up healthcare system's capacity and carry out virus mapping. Prevention of any explanation of those prohibitions by arguing in favour of inadequacy of the public institutions is critical for maintaining people's confidence in the state. A matter of trust is even more glaring in the light of insufficiently intensive and comprehensive explanation of the reasons for growth of a number of cases of infection in the second half of summer 2020.

In such a situation, it is critically important to restore public confidence and an effective dialogue between the leadership and Ukrainians. A need in effective communications employing a different approach and taking into account previous experience in arranging combat against COVID-19 and communication of those activities is critical.

The goals of the renewed communication strategy concerning COVID-19 have to be as follows:

- introduction into the society and sustainability of new social norms which would assist the effective combat against COVID-19.
- restoration of public confidence in administrative decisions taken, support and implementation thereof.
- proper joint employment of the tactics aiming at overcoming the COVID-19 epidemic by all representatives of the stakeholders.
- teamness in all public activities and in activities of all public administration bodies, in employment of tactics of combat and arrangements for overcoming COVID-19 epidemic, common realisation of real needs, problems and expectations.

New stylistics of the communication strategy should be marked by transition from commanding to instructional way of communication, consistent and gradual and unified

¹⁷ According to the survey conducted by *Info Sapiens* in late March 2020 among over eight hundred respondents, 67% of those surveyed had funds to last only two months under rigid quarantine.

character of the rules for all, without exclusions, and demonstration of their own positive examples.

Coronacrisis is an especially serious challenge for the developing countries and those with the economies in transition (the latter include Ukraine). Natural disasters emerging at the same time, and particularly, floods in late June 2020 in western regions or forest fires in Luhansk oblast generate additional challenges. Over last six years, Ukraine has faced a complex humanitarian emergency relating to the armed conflict. It is advisable to define Ukraine as a country facing a double complex humanitarian emergency at the level of Humanitarian Community, and to plan international assistance in the context of humanitarian response with the that taken into account. It is proposed to address, at the level of the Cabinet of Ministers (Office of the Prime Minister) or of the Ministry of Foreign Affairs of Ukraine, to the UN Humanitarian Coordinator in Ukraine, and reconsideration and correction of the respective needs and plans, and particularly, in terms of financing and humanitarian response.

There is no public body in Ukraine which coordinated various spheres of humanitarian response nationwide and at the central level. The proposal on the leading role of the Cabinet of Ministers and the Office of the Prime Minister, and in this particular case, too, was made based, first of all, on Prime Minister's chairing the State Commission on Technogenic and Environmental Safety and Emergency Situations, which might serve as a prototype for such a coordinating body. A body established at the Secretariat of the Cabinet of Ministers with the view to coordinating crisis management aiming at support of monitoring and coordination of measures of response to the crisis situation, with gender aspects taken into account, could provide technical assistance to the commission and the Office of the Prime Minister in this process.

Besides, Ukraine has its commitments in terms of political association and economic integration with the European Union. It's apparent that response to and recovery from the coronacrisis influences Ukraine's capacity for meeting those commitments, and particularly, as regards distribution of resources in respective sectors. It is proposed in this context that the Office of the Vice Prime Minister for European and Euro-Atlantic Integration, with technical assistance from the body at the Secretariat of the Cabinet of Ministers coordinating crisis management, and in coordination with relevant line agencies, carry out assessment of the coronacrisis's impact on compliance with the state's commitments as regards implementation of the Association Agreement between EU and Ukraine. The proposals drawn up based on such assessment will be presented to our partners in the European Union and form the action plan of mitigation of adverse effects on economic integration and Ukraine's political association with EU. The proposals and action plan will form a basis for preparation and implementation, together with EU, of respective targeted projects both in the sectoral dimensions and in the context of humanitarian response with the assistance of the Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO).

Sectoral measures of response to and remedial action in respect of COVID-19

Health care

The healthcare sector was encountered COVID-19 challenges while undergoing structural changes. As from 1 April, a new model of health care financing took effect, and it provides for direct financing of hospitals based on the amount of aid provided by a single payer of the National Health Service of Ukraine.

General underfunding of the healthcare system observed over last years has resulted in the system's unpreparedness for response to new challenges.

Estimates show that expenditure for health care in Ukraine is about USD 150 per capita, and most of it (54%) comes out of the patients' pockets. In 2016, about 40% of expenditure for health care was covered from the public coffers. Public funding of health care was about USD 87 (at fixed prices of 2018 expressed in dollars) (or 3.2% of GDP), as was only expected, having in mind income level in Ukraine. Expenditure out of the patients' 'pockets' might have been much higher than in other countries with comparable income levels, such as Belarus, Armenia, Georgia, Poland, Romania etc.

The first challenges which health care system faces in the context of COVID-19 epidemic unfolding in Ukraine the following should be noted: the crisis of management, lack of material resources, absence of established rules, shortage of trained medical specialists.

The crisis of management was caused by the events when three ministers replaced one another over the period from February to April 2020 — that aggravated by unredressed public health system and protection from infectious diseases (public health service is currently undergoing reorganisation).

Lack of material resources manifested itself in shortage of personal protective equipment for the medical staff, and particularly, due to absence of centralised procurement, and remains one of the causes of high incidence of disease among the medics. Absence of specialised equipment necessary for serious patients had also become noticeable.

Given that the available personnel lacks experience in control of pandemics, training on that matter became vital. Lack of knowledge ranging from using of PPEs to complex one involving patient treatment under the artificial pulmonary ventilation regime (ALV) had become a serious challenge and required advanced training of medical personnel.

The sphere of health care is one of key spheres in matters of response to COVID-19 challenges. It is its capacity and capability for prompt adaptation on which effectiveness of inter-sectoral efforts depends to a considerable extent. All activities in the sector should be divided into, and focused on the following areas:

- Instantaneous response
 - Identification of key threats;
 - Formation of the capable network of provision of medical aid;
 - Formation of the hospitals' reserves;
 - Identification of routes and protocols;
 - Formation of the strategy of lab testing
 - Formation of the strategy of treatment of various population groups;

- Work rules in various spheres, quarantine restrictions, approach to application thereof, influence on spread of epidemic; and
- Financing.
- Strategic response
 - Preparation of the network for subsequent waves;
 - Formation of the vertical rapid response framework;
 - Formation of the policy of state reserve; and
 - Building of a model of financing of the system of response to infection-related challenges.

From among the above areas, it is advisable to focus directly on the aspects as set out below.

- Identification of key threats

During the first stages of the pandemic, there was no general idea about the capacity of the healthcare system, number of hospitals capable of providing specialised aid, equipment, cadre personnel and medicines. Similar situation was observed in the system of emergency care and laboratory centres.

More attention had resulted in additional financing. It made it possible to complete equipping of the laboratory centres and begin centralised procurement.

With the view to needs assessment, a centralised system of collection of needs, and MoH approved the norms of provision of the personnel with personal protective equipment. Procurement is performed based on these very calculations.

In carrying out needs assessment, it is necessary to take into account needs of women and men, and particularly:

- when collecting data broken out by gender, age and other social identifiers (population infection rates among various groups, medical specialists and other professional groups positioned in the forefront of the battle against epidemic etc.) to trace the way the virus influences women and men, and how that influence manifests itself in different age groups;
- when analysing gender stereotypes and roles influencing lives of women and men; and
- analysing views of the coronavirus and particular features of perceptions and attitudes towards it among women and men, and also, consequences of that perception and attitudes among the gender and age groups in order to adapt response strategies.

Active involvement of female medical staff and women's groups and civil society organisations is also worth attention in the context of needs assessment and decision-making, and also for capturing high-quality data capable of supplementing quantitative evaluations.

Determining a list of first-wave hospitals (as approved by the ordinance of the Chief Public Sanitary Officer of Ukraine) had addressed the problem of fragmentation of effort and made it possible to concentrate both the needs and resources needed to meet them.

Investment in laboratory centres has considerably increased the capacity for laboratory research of polymerase chain reaction (PCR) from 1,000 to 11,000.

All those activities in the inception phase, however, took place in non-systemic way but rather by way of ‘putting out fires’. Presently, when general state of the system may be characterised as ‘satisfactory’, it is worth analysing available resources, system’s capacity for response, identifying bottlenecks and developing an action strategy in respect of each key threat in case it has materialised.

For example, patient capacity of the hospitals and laboratory centres, absence of case registration, lack of provisions etc. may become such threats.

- Formation of the capable network of provision of medical aid

A list of supporting hospitals for admission of patients with COVID-19 was compiled during the first stages. Compilation was based on the data on provision with equipment, personnel available at the National Health Service of Ukraine (NHSU) but subsequent events showed partial incompatibility of these data with real state of affairs, and also, sometimes, failure to take into account some material factors when compiling a list of hospitals.

The following factors could become the key ones: an opportunity for providing aid, provision with equipment and personnel, territorial coverage, availability of relevant number of beds of various types per 100,000 people. Attention should also be paid to the necessity of providing people with other types of medical assistance, even during the pandemic caused by certain infectious disease.

Routes of hospital admission were built at the local level for the compiled list of hospitals. Decision-making at the local level had resulted in patient flows going to several hospitals instead of being concentrated.

Taking into account the accumulated history of decision-making and implementation, available network and its provision with necessary equipment and personnel etc. should be analysed. Such analysis has to be conducted in relation to the regional specificity. Projections as to the further developments will make it possible to define a potentially needed number of resources.

Following the analysis, the hospitals may be divided into the 1st, 2nd, 3rd waves of response. Transition criteria have to be clearly defined for each wave. Formation of bed-space should be performed, account taken of available statistics concerning severity of the disease and age groups among those who have fallen ill, in terms of relevant dynamics. In particular, the last trend in late summer 2020 showed certain increase in hospitalisations of patients with COVID-19.

Routes of hospital admission have to be built with account taken of the available network of hospitals and addressing an issue of concentration of patients.

- Formation of the hospitals’ reserves;

Provision of hospitals with medical equipment and expendable materials was one of the most serious challenges during the first stages of fight against epidemic in Ukraine. Presently, there are three supply sources of such resources: centralised procurement (performed by MoH based on needs assessment), direct procurement by hospitals (performed by the chief administrative officer based on needs assessment), voluntary assistance.

Lack of coordination between three sources leads to a wide range of existing issues of concern, lack of uniformity in supplies where one hospital without patients has a number of ALVs while such devices in the other hospital loaded with patients are in short supply.

Apparently, current situation requires revision of the resource provisioning strategy so as it would be able to coordinate all supplies and make it possible to allocate resources where needed. When revisiting the strategy, it is also necessary to take into account the needs of distribution of the personal protection equipment so that it could be supplied to those who need them most and form most vulnerable groups, in sufficient quantities. It includes provision of PPEs and sanitation materials to the female medical specialists, which takes into account design parameters and sizes.

After mapping the network, necessary reserves of personal protective equipment, personnel and other equipment (PPEs) should be calculated, with account taken of a number of personnel, beds, and potential modelling of patients.

Moreover, logistic strategy taking into account such aspects as availability of local reserves in hospitals, availability of regional storing facilities (possibly, at the expense of the stores in state reserve) and continuous supplies arranged, should be developed.

At the same time, especial attention should be paid to meeting the needs of especially vulnerable groups, and in particular, of HIV-positive persons and other persons with socially significant diseases. For such people, it is advisable to create reserves of medical supplies and other medication and to work out means of delivery and provision of therapeutic and treatment services to minimise risks of their exposure to additional coronavirus risks.

A separate strategy has to be developed in respect of the equipment, and it should include criteria of equipment distribution, formation of reserves, possibilities for moving equipment, if necessary. Need in regular technical maintenance of the equipment should also be taken into account.

Separate efforts must be made in the sphere of HR management, and those particularly should involve formation of separate shifts, procedures of personnel testing, rules of engagement of external personnel, formation of reserve personnel in case of mass disease, protocols for the personnel in case of identification of the primary site of disease among the medical personnel. It is necessary to take regular measures among the medics to remind those of the necessity to comply with the requirements for using personal protective equipment, and instruments of monitoring of such compliance should be implemented.

- Identification of routes and protocols

In order to ensure systemic and unified system's response, in early April 2020 MoH approved a clinical protocol for patients with coronavirus disease. It included case definition, approaches to laboratory diagnostics and an algorithm for routing of patients.

Being amended in accordance with changes in international approaches, the protocol continued to substantially expand. The last amendment thereto took place on 21 July 2020. Currently, the protocol includes:

patients' clinical pathways, case definition (general terminology), rules of collection of specimens for laboratory study, form of an appointment card for laboratory study, standard procedure for dealing with exposed persons, PPE application rules, calculation methodology for PPE quantities, infection control measures, recommendations on cleaning and disinfection

of surfaces, recommendations on home-based patient care, list of clinical syndromes and related treatment strategies, approaches to treatment of toxic shock, techniques for prevention of complications, management of pregnant patients.

Therefore, there is a protocol for management of patients with coronavirus disease in place at the national level, now.

In pursuance thereof, patients' clinical pathways have to be developed at regional levels, as well as provisions governing actions of the medical personnel in case of suspicion or confirmation of diagnosis. Based on the practical experience, some shortcomings have been found in the protocol, and those should be taken into account in subsequent revisions of the document.

When developing and amending protocols, provision must be made for considering each person applying to a healthcare institution, irrespective of the reason of such application, a potentially infected person or a person exposed to infection.

When defining pathways, one should recognise the need of other groups of patients with acute conditions or chronic diseases in access to medical aid. Risk groups must be defined among the patients with chronic diseases, and pathways should be created in such a way so that the risk of their infection in their interactions with the healthcare system could be reduced to minimum amid pandemic.

- Formation of the strategy of lab testing

Lab testing is an essential element of the analysis of spread of infection, being an instrument of control at the same time. That is why the testing strategy has to be built along two directions — timely diagnostics of persons suspected of being sick (persons who applied for medical aid) and control of spread of infection via testing high-risk groups. Understanding how disease spreads among those groups will provide an idea of an existing control over spread of infection.

Available capacity of testing requires substantial expanding. WHO recommendations on testing (Laboratory testing strategy recommendations for COVID-19: interim guidance¹⁸) include possible approaches to application of strategies making it possible to increase the lab centres' testing capacity. A strategy for testing exposed persons requires a special attention since there are no generally accepted approaches in the world.

The protocol as approved by MoH regulates groups which undergo testing, and also, the way it is to be conducted. Moreover, the last version of the Resolution of the Cabinet of Ministers No. 392 provides for the option of testing foreigners arriving in the country, to avoid mandatory 14-day quarantine.

An aspect to be taken into account in this context is marking samples arriving at a laboratory according to the groups they are associated with. It will make it possible to compile statistics in a more representative way by distributing it between the number of persons showing symptoms, those diagnosed with a disease, and spread of a disease among the rest of population.

- Formation of the strategy of treatment of various population groups

¹⁸ [Laboratory testing strategy recommendations for COVID-19](#)

In accordance with WHO recommendations on critical preparedness, readiness and response actions for COVID-19 (WHO Critical preparedness, readiness and response actions for COVID-19)¹⁹, population has to be divided into certain groups based on the risk of exposure to disease and possible consequences. For each group, a medical strategy has to be developed as regards isolation, case finding, receiving medical aid, admission to hospitals, testing and social support. It will make it possible to substantially reduce a number of serious cases, cases of unfounded admissions to hospitals, overburdening of healthcare system.

Analysis with the view to identification of levels and particular features of exposure in the context of groups has to be conducted with the use of data distribution by gender and age and taking into account specific needs and peculiar features of men and women. Among vulnerable groups, there is a need in in-depth review of peculiar features inherent in such categories as internally displaced persons (IDPs), women exposed to increased risk of violence, elderly people, persons having HIV, tuberculosis, chronic diseases (diabetes, respiratory diseases, cardiovascular diseases), people with special needs, homeless people in detention facilities and in custody, lone mothers, persons exposed to marginalisation or those in hardship.

Clear time limits and mechanisms for review taking into account international data on spread of infection have to be formed in the framework of this strategy, and experts in social policy are involved in development thereof. Such question pool is absent at the moment in existing regulatory documents of the government or MoH.

- Work rules in various spheres, quarantine restrictions, approach to application thereof, influence on spread of epidemic

Formation of the strategy of adaptive quarantine not only provides for the list of restrictions and alleviations, and the criteria of application thereof. Imposition of restrictions must be based on clear understanding of their impact on epidemic process. To that end, when analysing case statistics, account always must be taken of those actions which took place, and analyse cases in view of consequences of above actions.

Such regular work will make it possible to give priorities to application of restrictions. It will also make it possible to promptly adapt (change rules for various business sectors) quarantine to reduce its adverse effects.

Formation of the rules of conduct has also go two directions: general and special. General rules concern all spheres of activities while special rules should take into account particular features of each sphere. It should be noted that reviewing and changing rules has to be a fast-paced process as a response to epidemiological impact assessment.

Currently, the rules are approved by the resolutions of the Chief Public Sanitary Officer of Ukraine. Their collections on such topical issues as museums, cultural establishments, sport events, hotels, public catering facilities, attestation and certification procedures, carriage activities, preschool institutions, sales, psychiatric and social assistance facilities have already been developed and approved.

However, the above list doesn't cover all spheres of activities requiring adaptation in line with quarantine restrictions. Add to this that lack of general, framework rules (applicable to all spheres of activities) complicate their implementation.

¹⁹ [Critical preparedness, readiness and response actions for COVID-19](#)

Also, development of a system of control of compliance with the rules both via executive branch and with involvement of public.

- Financing

Taking into account substantial general underfunding of healthcare sector and availability of a separate resource provided with the view to fighting against COVID-19, criteria enabling expenditure in the most effective and efficient way should be tried and tested.

On 8 April 2020, system of financing (Medical Guarantees Programme) was amended to make provision for separate funding of hospitals, emergency medical service teams, and also, medical personnel collecting samples. It improved system response considerably and made it possible to improve both provision of hospitals and raise pay of medical personnel.

At the same time, one has to be careful with making financial stimuli because pay for a patient in a in-patient facility, provided there is insufficient control of healthcare element, will inevitably lead to excessive stay of patient in hospitals.

In the process of financing, a serious attention should be devoted to mobility of medical resources. Aspects of financing accompanying refining and formation of certain policies include: financing of hospitals, remuneration of personnel's labour, procurement, social support.

Financing of hospitals must be sufficient to ensure provision of medical aid, lab testing and compliance with the requirements of infection control.

Having made arrangements for routine management of patients by the healthcare system, one should bear in mind strategic goals. Focusing efforts and defining priorities will enable system's preparation for subsequent waves of disease.

Today, general insight includes realisation that before introduction of vaccine or effective treatment humankind will face outbreaks of disease from time to time. Healthcare system must be ready for possible peak loads.

For that purpose, strategy for maintaining infectious hospital or wards during the periods between outbreaks, and availability of the medicine reserves and protective equipment, periodicity of review. Deployment criteria for the second and third waves and first-wave bedspace in the periods between outbreaks must also be defined.

Strategy of decision-making must include description of the registration procedure and case finding, exposed persons, communication activities, and also, actions of public authorities, aiming at localisation of the site of infection.

Strategy of formation of the State Reserve of the response capabilities should be formulated and developed to ensure efficient application of resources, ongoing update and distribution, at the same time. Proposals to such strategy must include the structure of the system, parameters of its distribution and centralisation, necessary list of facilities, their amounts (calculation formula), update and review period and application criteria.

Financial support of the healthcare system has to be built upon the two-phase model and include ensuring preparedness for an outbreak, and also, a possibility of procuring an additional financial resource in case of direct outbreak of a disease.

The model has to take into account a need in maintaining a considerable number of hospital beds, personnel and equipment in continuous standby regime (including maintenance, checks, retraining and advanced training of medical personnel).

Such system has to also include funding preventive measures, conducting virus mapping of emerging outbreaks and a permanent system of case monitoring and reporting and accumulation of statistic information.

Funding of think tanks which could monitor actual situation and propose action in response is also a challenge of a kind. Depending on changes in the treatment guidelines, in addition, an existing financial model must be updated on a continuous basis by providing sufficient resources to that effect.

Amid COVID-19 pandemic, striking a balance between action in response to the challenges posed by coronavirus and meeting the patients' needs relating to other diseases is an important issue for healthcare sector. Presently, spread of HIV and tuberculosis in Ukraine represents one of the worst situations in Europe. Attention must be paid to prevention of its escalation, and also, to prevention of risks of criss-crossing adverse factors of coronavirus and socially significant diseases. Amid coronacrisis, the key is maintaining effectiveness of the system of prevention and treatment of non-infectious diseases, HIV/AIDS, tuberculosis, psychosomatic disorders, ensuring sexual and reproductive health, psychological and social counselling (especially among victims of violence), immunisation and rehabilitation. In the condition of quarantine restrictions, adaptation is necessary as regards available systems and mechanisms for forwarding of victims of family, sexual or gender-specific violence. People suffering from non-infectious diseases, HIV and tuberculosis must be marked, during COVID-19, as the high-risk groups.

In long-term perspective, resumed implementation of the Sustainable Development Goal 3 "Ensure healthy lives and promote wellbeing for all at all ages" has to become both a strategic target and a conceptual basis for further action focused on the problems involving COVID-19. Sufficient financing and continued reformation of the national healthcare system is therefore a precondition both for Ukraine's movement along the way of sustainable development and for direct coronacrisis resolution.

Protection of medical personnel who are positioned in the forefront of the battle against the pandemic, is vital both in social terms and in terms of sustainable functioning of the healthcare system during the full-scale load and challenges. Collection and dissemination of the data on medical staff engaged in controlling COVID-19, disaggregated by gender and other identifiers, is necessary to provide a better estimate of needs in their support and protection, development and implementation of systems of psychological and social counselling for all healthcare workers who work amid epidemic, taking action with the view to prevention and non-dissemination of infection among the members of the families of medical staff. Branch trade unions play a great role in protection of rights and interests of the healthcare personnel. There is also a potential for intensification of civil society institutions' efforts towards that objective, because Ukraine has patient organisations prominent enough, while analogues of the organisations acting on behalf of the medics (like worldwide networks *Médecins Sans Frontières* or *Medecins du Monde*) lack.

Amid the epidemic and under the load on the healthcare system caused by the spread of coronavirus, double attention of the regulatory authorities is necessary for prevention of

falsifying medicinal products and dissemination of falsified medicines among people in need of healthcare services. In this context, the State has to step up control over production of medicinal products, support of best practices in production and clinical activities, and also, establishing of information exchange with the national institutions responsible for control over quality of foreign medicinal products.

Economic dimension

Introduction of quarantine measures with the view to combating COVID-19 in Ukraine and influence of external factors have caused substantial drop in economic activities. In particular, drop in industrial production in May 2020, at the moment of transition to adaptive quarantine, was 12.2%²⁰. Drop of real GDP in the second quarter was around 11%²¹, and is expected to be at year's end — by 8%²². Adverse impact of the crisis is also notable in production of consumer goods, in retail sales, transport and the spheres of services. In the light of considerable adverse impact of the crisis caused by COVID-19 on the economy of Ukraine, the Government introduced a number of anti-crisis measures with the view to providing support to real sector of economy. Taking into account a sheer scale of challenges caused by COVID-19, and structural imbalances in the economy of Ukraine which manifested themselves in the rate of economic growth during pre-crisis period, the main goal for the Government is ensuring sustainable economic growth and securing people's social and economic rights. To ensure economic growth over a long time, it is necessary to implement structural changes aiming at enhancement of the country's competitiveness (in particular, its ability to manufacture high-tech goods which are competitive on international markets), increase of productivity (the case where competition is a main driving force²³) and the rate of investment (to ensure rapid transformation, investment must at list be at the rate of 25% of GDP²⁴) — all of these are key elements of economic growth. In this connection, there is a need in supplementing anti-crisis measures in various spheres with introduction of additional instruments aiming at economic recovery and ensuring sustainable economic growth. Such instruments for realisation of transformational changes are considered for the following spheres:

- industry;
- agriculture;
- support of small and medium-sized enterprises; and
- regulatory environment.

Here below, situation, recommendations and proposals are considered separately for each of the spheres listed above.

○ Industry

Countries which have achieved success in economic transformation, based their economic strategies on development of their industrial capacity rather than on specialisation

²⁰ State Statistics Service, Economic Statistics (Web resource). — Available at: http://www.ukrstat.gov.ua/express/expres_u.html

²¹ National Bank of Ukraine, Inflation report — April 2020, p. 40, (Web-resource). — Available at: https://bank.gov.ua/admin_uploads/article/IR_2020-Q2.pdf?v=4

²² IMF, IMF Country Report No. 20/197, p.7 (Web resource). — Available at: <https://www.imf.org/~media/Files/Publications/CR/2020/English/1UKREA2020001.ashx>

²³ "The Growth Report: Strategies for Sustained Growth and..." p.44, <https://openknowledge.worldbank.org/handle/10986/6507>. Accessed 29 Jun. 2020.

²⁴ "The Growth Report: Strategies for Sustained Growth and...", p.34, <https://openknowledge.worldbank.org/handle/10986/6507>. Accessed 29 Jun. 2020.

according to their comparative advantages²⁵. In the light of the above, development of industry plays one of key roles in formation of the economic growth strategies.

In the light of systemic nature of the crisis in industrial sector which is characterised by long-run decline and low income per private investments²⁶, except for introduction of measures aiming at removing administrative barriers and improvement of business environment (licence and authorisation system simplification, fight against corruption, reform of judiciary), in order to attract investment, a need in formation of the effective industrial policy arises, and that policy would aim at recovery and development of industrial sector which is a backbone of Ukrainian economy. Based on the research of such international organisations as IMF, UNIDO, UNCTAD, OECD, this section formulates elements determining successfulness of industrial policy of the state.

In order to implement the effective industrial policy, establishment of a single executive authority ensuring formation and implementation of the industrial policy is an essential element. Such a decision would enhance the level of coordination of action and quality of decision-making²⁷. Also, in order to avoid corruption risks and prevention of ineffective expenditure of public money, industrial policy must be focused first of all on removal of ineffective market mechanisms (problems of coordination, existence of information asymmetry, lack of respective infrastructure and sufficient numbers of qualified staff, access to finance)²⁸ rather than on providing assistance to certain enterprises²⁹. Emphasis on exports and production of high-tech goods with high added value which are competitive on the external markets, as opposed to substitution of imports is other important aspect³⁰. At the same time, such forms of support of industrial sector as public procurement are ineffective because they lead to rise in consumer expenditure and redistribution of funds in favour of local companies, which thus contributes to inequality in the country³¹. When forming the industrial policy, it is essential to formulate a clear mission which would foster new activities and be focused on clearly defined goals rather than on support of existing companies. Such approach will facilitate innovative activities and make it possible to focus on development of new technologies. Moreover, state support must be provided based on certain activities and not to the sector itself, and it also must be limited in time — such approach will make it possible to cover several sectors at the same time.

²⁵ Growth after the crisis (English) | The World Bank. 1 Jan. 2009, p.4, <http://documents.worldbank.org/curated/en/527211468341071399/Growth-after-the-crisis>. Accessed 29 Jun. 2020.

²⁶ The World Bank, Ukraine Growth Study, p.92, Ukraine, (Web resource). — Available at: <http://documents1.worldbank.org/curated/en/543041554211825812/pdf/Ukraine-Growth-Study-Final-Documents-Faster-Lasting-and-Kinder.pdf>

²⁷ Rodrik Dani, *One Economics, Many Recipes: Globalization, Institutions, and Economic Growth*, Princeton University Press, 2007. p.113

²⁸ UNCTAD, *Rethinking Industrial Policy*, 2007, p.3 (Web-resource). — Available at: https://unctad.org/en/docs/osgdp20072_en.pdf

²⁹ OECD, *Industrial Policy and the Promotion of Domestic Industry*, p. 6 (Web-resource). — Available at: [https://one.oecd.org/document/DAF/COMP/LACF\(2018\)5/en/pdf](https://one.oecd.org/document/DAF/COMP/LACF(2018)5/en/pdf)

³⁰ Cheriff, R., Hasanov F., *The Return of the Policy That Shall Not Be Named: Principles of Industrial Policy*, IMF Working Paper, p.59. Web-resource). — Available at: <https://www.imf.org/~media/Files/Publications/WP/2019/WPIEA2019074.ashx>

³¹ OECD, *Industrial Policy and the Promotion of Domestic Industry*, p. 7 (Web-resource). — Available at: [https://one.oecd.org/document/DAF/COMP/LACF\(2018\)5/en/pdf](https://one.oecd.org/document/DAF/COMP/LACF(2018)5/en/pdf)

The following recommendations on industrial sector are proposed based on the above:

- introduction of measures aiming at removing administrative barriers and improvement of business environment (licence and authorisation system simplification, fight against corruption, reform of judiciary) in order to attract investment in the sector;
- establishment of a single executive authority ensuring formation and implementation of the industrial policy;
- industrial policy must be focused first of all on removal of ineffective market mechanisms rather than on providing competitive edge to certain enterprises;
- provision of state support to export-oriented companies manufacturing products with high added value, which are competitive on external markets;
- when forming the industrial policy, formulation of a clear mission which would foster new activities and be focused on clearly defined goals rather than on support of existing companies; and
- provision of state support must be provided based on certain activities and not to the sector itself, which is limited in time.

○ Agriculture

Agriculture playing an essential role in Ukrainian economy has suffered a substantial adverse impact due to reduced exports because of the crisis caused by COVID-19. However, the potential for the sector's development is also impeded by such structural factors as low land and labour productivity³², limited access to finance, low transparency of economic transactions in this sector and imperfect data in the State Land Cadastre. Rental market is to a large extent in the shadow.

To remove obstacles impeding development of the agricultural sector in Ukraine, it is necessary to introduce a full-fledged land market; ability to dispose of one's own property will make it possible to attract new investment and advanced technologies in the agricultural sector. Moreover, full-fledged land market will facilitate access to finance for the members of small and medium-sized farms because they will have an opportunity to get loans against security of land. The other important element is ensuring transparency in economic relations in the agricultural sector. To eliminate tampering of documents related to the proprietary rights, it is necessary to create the conditions for access to the data of the State Land Cadastre and ensure compatibility between the cadastre and State Register of Proprietary Rights to Immovable Property. It is also necessary to ensure unimpaired operation of the State Agricultural Register throughout Ukraine, which, in particular, will make it possible to provide targeted government assistance to small farmers. A problem of the farmers' limited access to finance may be also addressed by establishing an institution which could provide partial guarantees in respect of loans granted against security of land.

³² The World Bank, Ukraine Growth Study, p.101, Ukraine, (Web resource). — Available at: <http://documents1.worldbank.org/curated/en/543041554211825812/pdf/Ukraine-Growth-Study-Final-Documents-Faster-Lasting-and-Kinder.pdf>

The following recommendations in the sphere of agriculture are proposed based on the above:

- introduction of a full-fledged land market to remove obstacles impeding development of the agricultural sector in Ukraine;
- ensuring compatibility between the State Land Cadastre and State Register of Proprietary Rights to Immovable Property;
- implementation of the State programmes of digitalisation of agriculture, forestry and fishery which would enable not only to enhance processibility but, along with that, productivity and effectiveness of the economic processes in those sectors, but also, to create viable mechanisms of monitoring the use of natural resources from the perspective of sustainable development and environmental sensitivity;
- ensuring unimpaired operation of the State Agricultural Register throughout Ukraine; and
- looking into the possibility of establishing an institution which could provide partial guarantees in respect of loans granted against security of land.

- Small and medium-sized enterprises

Small and medium-sized enterprises (SMEs) making a considerable contribution to providing employment and added value, economic growth and competitiveness in Ukraine, have suffered from a material adverse impact of the coronacrisis on their economic activities both in terms of demand (substantial drop of demand for SMEs' products and services) and in terms of supply (quarantine measures limit opportunities of employment and work activities, current limitations in supply chains essential for the SMEs' economic activities). In the light of limited financial and operation capabilities of the SMEs compared with large companies and taking into account their role in the economy, it makes necessary introduction of short- and long-term action in support of SMEs, and particularly:

Short-term measures. In introducing short-term measures, it is important to ensure that the SMEs have an opportunity to continue their operations during quarantine, or to resume their activities after complete or partial lifting of the restrictions. To that end, it is essential to ensure access to finance by way of granting loans — such a measure will facilitate more active lending to the SMEs by the commercial and state-owned banks. An available 5-7-9% loans programme already in effect may be expanded, and its terms and conditions relaxed, to cover more SMEs. Also, the problems with SMEs liquidity may be partially addressed through grants and subsidies subject to certain conditions (for example, decline in turnover as a result of coronacrisis by over 70%, production of goods aiming at combating COVID-19).

Long-term measures. The goal of long-term measures is ensuring SMEs' ability to adapt to the new conditions of economic activities after lifting of the restrictions, and also, step up their capacity for further growth in a systemic way. In particular, it is proposed to look into the possibility of introduction of such measures as provision or assistance in the search of new target markets (stimulating large companies to engage SMEs in supply chains, more active contribution on the part of the Export Promotion Office of Ukraine, exporter forwarding

services), introduction of new digital instruments in the SMEs' operations (provision of free-of-charge digital services) (video-conferences, cyber-security, online training platforms) over a certain period of time; facilitating implementation by the SMEs of new business practices (zero-contact retail sale and delivery, standard packaging of fresh foods, online training, online office); purchase of cloud technologies enabling SMEs to do e-commerce, for online training, distance working and carry out joint R&D works); support of innovative activities (measures to stimulate SMEs to manufacture goods aiming at combating COVID-19 (relating to treatment, testing, monitoring) in innovative way), assistance in introduction of training curricula for the staff (training with the view to solidify available skills, advanced training)³³.

The following recommendations on support of SMEs are proposed based on the above:

- ensuring access to finance by way of guaranteeing loans for SMEs;
- expanding of the available 5-7-9% loans programme and relaxation of its terms and conditions to cover more SMEs;
- provision of grants and subsidies subject to certain conditions (for example, decline in turnover as a result of coronacrisis by over 70%, production of goods aiming at combating COVID-19);
- provision or assistance in the search of new target markets (stimulating large companies to engage SMEs in supply chains, more active contribution on the part of the Export Promotion Office of Ukraine);
- introduction of new digital instruments in the SMEs' operations (provision of greenfree-of-charge digital services (video-conferences, cyber-security, online training platforms) over a certain period of time;
- introduction of training programmes for SMEs and potential entrepreneurs aiming at development of digital skills, and especially, in rural and in underurbanised areas;
- facilitating implementation by the SMEs of new business practices (zero-contact retail sale and delivery, standard packaging of fresh foods, online training, online office);
- purchase of cloud technologies enabling SMEs to do e-commerce, online training, distance working, carry out joint R&D works);
- “greenspace expansion” by way of financial and regulatory support, SMEs activities aiming at reducing carbon emissions, stimulating sustainable and environmentally-sensible public procurement with a view to enhance SMEs' capacity and their prospects to participate therein;
- support of innovative activities (measures to stimulate SMEs to manufacture goods aiming at combating COVID-19 (relating to treatment, testing, monitoring) in innovative way); and
- provision of assistance in introduction of training curricula for the staff and retraining curricula for the personnel whose jobs are subject to potential or actual impact of the coronacrisis (training with the view to solidify available skills, advanced training, additional training on formation and further development of digital skills).

³³ OECD, Coronavirus (COVID-19): SME Policy Responses, p.31 (Web-resource). — Available at: https://read.oecd-ilibrary.org/view/?ref=119_119680-di6h3qgi4x&title=Covid-19_SME_Policy_Responses

○ Regulatory environment

Economic crisis caused by COVID-19 made actual the necessity of improvement of regulatory environment having determining influence on successful development of Ukrainian companies and attraction of investment. Upon relaxation or lifting of restrictions, all regulatory acts adopted during the period of crisis must be thoroughly analysed for the purpose of cancellation or adaptation thereof with the view to eliminate business uncertainty. New economic reality also requires simplification of procedures for different sectors as regards compliance with regulatory norms (for example, grace periods for submission of reports on compliance with regulatory requirements). Moreover, analysis of conditions of doing business³⁴ demonstrate the need in systemic approach to reformation of the regulatory environment. In particular, it is proposed to review and implement the Action plan on deregulation of economic activities and improvement of business climate, and incorporate a norm setting a limited effective period of an act in regulatory acts, improve application of the regulatory impact assessment³⁵.

The following recommendations on improvement of regulatory environment are proposed here below:

- checking of all regulatory acts adopted during the period of crisis for the purpose of cancellation or adaptation thereof with the view to eliminate business uncertainty;
- review and implementation of the Action plan on deregulation of economic activities and improvement of business climate;
- incorporation of a norm setting a limited effective period of an act in regulatory acts; and
- improvement of application of the regulatory impact assessment.

In the sphere of employment, development of a comprehensive strategy is necessary to reflect interrelations between attraction of direct foreign investment, industrial policy, infrastructure development, trade and vocational technical training with job creation and capacity building of such institutions as State Labour Service and trade unions. Employment policy has to take into account the context of decentralisation and maximise opportunities for local initiatives, and particularly, in accordance with approaches of International Labour Organisation. Practices of job retention and financial support of those employed in informal economy, seasonal employees and self-employed persons should be expanded.

At all levels of economic activities, focusing on safe work environment for all personnel in strict compliance with occupational safety and health rules, including with the epidemic and sanitary requirements, is necessary. Review of existing system of occupational hazards classification should be made with the view to adaptation thereof to the reality of coronacrisis. At the same time, it is necessary to analyse the incidence rate in various professional groups,

³⁴ The World Bank, Doing Businesses 2020, Ukraine, (Web resource). — Available at: <https://www.doingbusiness.org/content/dam/doingBusiness/country/u/ukraine/UKR.pdf>

³⁵ Besedina Olena, Crawling Deregulation: Why Ukraine's Economy is Still Heavily Regulated, 2019, (Web resource). — Available at: <https://voxukraine.org/en/tightening-the-screws-why-is-ukrainian-economy-still-regulated/>

and the statistics of the rate of spreading thereof, and to that end, respective data by wide and comprehensive criteria should be collected and systematised.

Apart from that, there is a general recommendation concerning further implementation and expansion of opportunities offered by the e-governance systems in order to reduce administrative and regulatory barriers. Most urgent is dissemination of such practices in distant rural communities and regions which have suffered from the armed conflict and natural disasters; and need in such dissemination was demonstrated by the experience gained during the period of the quarantine.

Social sphere

Social and economic development of Ukraine has suffered from adverse impact of the crisis caused by spread of coronavirus disease COVID-19³⁶. Along with that, ensuring proper social protection is vital, and especially so, in time of fight against the pandemic. For example, in 2014, during Ebola epidemic in Western Africa, most people died because of suspension of social services and economic crisis caused by the virus rather than from virus itself³⁷. In the light of the above, ensuring people's proper access to social services and protection of vulnerable groups as described below is one of the Government's priorities.

It is expected that due to the crisis caused by the pandemic, poverty rate in Ukraine may rise up to 6.3–9 million³⁸. With regard to the risk of finding oneself below poverty line, the experts distinguish several groups which are vulnerable to adverse social and economic effects of the pandemic in Ukraine.

- (i) households with three and more children;
- (ii) lone parents with children;
- (iii) households with children below the age of three years;
- (iv) lone pensioners who have reached the age of 65.

In addition, vulnerable groups according to the UN include: women taking care of their family members, home-based labour migrants, those employed in informal economy³⁹. The

³⁶ N. Borodchuk, L. Cherenko Fight against COVID-19 in Ukraine: Initial Assessment of Impact on Poverty. 15 April 2020 (Web-resource). — Available at:

<https://www.unicef.org/ukraine/sites/unicef.org.ukraine/files/2020-05/COVID%20Impact%20on%20poverty%20-%20UKR.pdf>

³⁷ A UN Framework For The Immediate Socio-Economic Response To COVID-19. P. 13. (Web-resource). — Available at: <https://unsdg.un.org/sites/default/files/2020-04/UN-framework-for-the-immediate-socio-economic-response-to-COVID-19.pdf>

³⁸ N. Borodchuk, L. Cherenko Fight against COVID-19 in Ukraine: Initial Assessment of Impact on Poverty. 15 April 2020 (Web-resource). — Available at:

<https://www.unicef.org/ukraine/sites/unicef.org.ukraine/files/2020-05/COVID%20Impact%20on%20poverty%20-%20UKR.pdf>

³⁹ A UN Framework For The Immediate Socio-Economic Response To COVID-19. P. 12. (Web-resource). — Available at: <https://unsdg.un.org/sites/default/files/2020-04/UN-framework-for-the-immediate-socio-economic-response-to-COVID-19.pdf>

above categories of socially vulnerable persons are quite numerous. For example, as on 2019, 21% of population in Ukraine⁴⁰ was employed in informal economy. At the same time, such group found itself essentially outside the purview of measures under social and economic support of the state.

In addition, UNICEF lays an especial emphasis on the rise of children's poverty in Ukraine and decrease in income of households. According to preliminary estimates, poverty rates will, in absolute terms, rise to 50.8%, and among children — to 58.5%⁴¹. In particular, most households from among all 'new' poor ones, by categories, will be represented by the households with children (59.9%), mainly, because of lack of diversified approaches. Among other things, loss of opportunities to have meals at schools has put additional burden on the households with such children⁴².

Pandemic affects different age groups asymmetrically. For example, the members of the age group below 25 years are most socially and economically vulnerable. Indeed, according to estimates of OECD⁴³, the risk of loss of work among the members of such category is 2.5 times higher than among those falling into age groups from 25 to 64. At the same time, according to ILO, that value may be even three times as large⁴⁴. The above is mainly preconditioned by lack of working experience. In addition, this age group is vulnerable because of people's lack of sufficient savings⁴⁵.

Lone pensioners who have reached an age of 65 are also socially vulnerable. Then, a share of aged people amounts to 23% of total population of Ukraine⁴⁶, and the majority of aged people suffer from at least one chronic disease⁴⁷. In light of the above, it is important to stress that an indicator close to the above (29%) was observed in Italy where the highest mortality rate caused by pandemic at the early phase of the pandemic in European region was registered. That said, an especial focus must be made on clarification of the measures aiming at protection against infection.

⁴⁰ Informally employed population, by gender, place of residence and employment status.

http://www.ukrstat.gov.ua/operativ/operativ2017/rp/eans/eans_u/arch_nzn_smpsz_u.htm

⁴¹ In comparison, in 2018 in Ukraine, poverty rate was 43.2%, and children's poverty was 49.9%.

N. Borodchuk, L. Cherenko Fight against COVID-19 in Ukraine: Initial Assessment of Impact on Poverty. 15 April 2020, Web resource). — Available at: <https://www.unicef.org/ukraine/sites/unicef.org.ukraine/files/2020-05/COVID%20Impact%20on%20poverty%20-%20UKR.pdf>.

⁴² A UN Framework For The Immediate Socio-Economic Response To COVID-19. P. 8. Available at <https://unsdg.un.org/sites/default/files/2020-04/UN-framework-for-the-immediate-socio-economic-response-to-COVID-19.pdf>

⁴³ OECD (2018), OECD Labour Force Statistics 2018, OECD Publishing. Available at https://doi.org/10.1787/oecd_ifs-2018-en

⁴⁴ ILO, Global Employment Trends for Youth 2020, p.13. Available at https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_737648.pdf

⁴⁵ OECD (2018), OECD Labour Force Statistics 2018, OECD Publishing. Available at https://doi.org/10.1787/oecd_ifs-2018-en

⁴⁶ Ukraine 2020 Emergency Response Plan For The Covid-19 Pandemic Issued March 2020. Available at <https://reliefweb.int/report/ukraine/ukraine-2020-emergency-response-plan-covid-19-pandemic-march-2020-enuk>

⁴⁷ HelpAge International (2018) "Missing Millions: How Older People with Disabilities are Excluded from Humanitarian Response". Available at <https://www.humanitarianresponse.info/en/operations/ukraine/document/helpage-report-missing-millions-how-older-people-disabilities-are>

In its turn, according to the UN estimates, 46% of people who have reached an age of 60, have limited capabilities⁴⁸, and generally, people with special needs are especially vulnerable to the impact of the pandemic, being in the risk zone⁴⁹. Apart from that, they desperately need inclusiveness, improvement of social and economic conditions, because people with special needs are less able to ensure physical distancing, overcome barriers in receiving relevant information, and also, they may face deteriorated conditions of existing social isolation. Often, it is people with special needs who work in informal economy or employed in social production. It scales up their vulnerability to the effects of the pandemic⁵⁰. In light of the above, the UN makes a special emphasis on the necessity of implementation of measures aiming at social and economic provision of the above stratum⁵¹.

With the view to mitigation of adverse effects of monetary poverty and enhancing social and economic protection of population, the Government has already taken a number of measures — for example, the procedure for inclusion in the programme of housing and utility subsidies has been simplified, moratorium on collection of late charge and on cutting off the consumers who delay paying their utility bills has been introduced. However, it is worth noting that such measures first of all address persons who have their own places of residence. At the same time, the State is currently failing to take appropriate measures in protection of tenants' rights. Implementation of the above is mainly complicated due to absence of formalised approach to residential lease.

The following recommendations on improvement of the situation, response and recovery in the context of COVID-19 are proposed for consideration:

Taking account of the fact that COVID-19 threatens Ukraine's prospect to achieve planned Sustainable Development Goals and influences adversely the dynamics of achieving those goals, and taking into account the projections regarding further possible development of the pandemic, the critical point is ensuring realisation of such **social and economic guaranties**:

- continued provision of all basic services and welfare payments (both universal and targeted), to cover the most vulnerable groups of population (for example, child benefits, assistance for low-income persons, large families and lone persons);
- adjustment of the procedure for execution and payment of social welfare taking into account requirements to containment of COVID-19. For example, in some cases, assessment of housing and utility subsidies cannot be performed before drawing up a certificate on examination of the living conditions. However, the latter, in opinion of social services offices, becomes possible after lifting of restrictions;

⁴⁸ UN DESA Disability and Ageing. Available at <https://www.un.org/development/desa/disabilities/disability-and-ageing.html>

⁴⁹ WHO (2020) Disability Considerations During The COVID-19 Outbreak. Available at <https://www.who.int/publications/i/item/disability-considerations-during-the-covid-19-outbreak>

⁵⁰ UN Secretary-General (2020) Policy Briefs: The Impact of COVID-19 on older persons and A Disability-Inclusive Response to COVID-19. Available at <https://unsdg.un.org/sites/default/files/2020-05/Policy-Brief-A-Disability-Inclusive-Response-to-COVID-19.pdf>

⁵¹ UN Secretary-General (2020) Policy Brief: A Disability-Inclusive Response to COVID-19. Available at <https://www.who.int/publications/m/item/policy-brief-of-the-un-secretary-general-a-disability-inclusive-response-to-covid-19>

- possibility of provision of food assistance to certain groups with the view to improvement of social and economic welfare of the households, and especially, in case if supply chains have been broken (this is particularly essential for near-front areas in the east);
- ensuring access to alternate care activities for vulnerable groups, for example, for children who may be temporarily deprived of parental care because of spread of the coronavirus COVID-19 (as a result of the parent's or breadwinner's admission to hospital or death), trainings for adoptive families and personnel of small group homes, dedicated to care and psychosocial support;
- launching works with communities with the view to development of social services, and particularly, daily care for children with special needs and persons with special needs; support during inclusive education; temporary rest for parents or persons filling in for them, who provide care for children with special needs; and
- possibility to provide partial/full compensation for expenditure for alternate assistance for working parents.

In the sphere of **employment**:

- implementation of measures aiming at boosting employment, account taken of age vulnerability of various groups to the coronavirus COVID-19;
- ensuring and encouragement of distance working options, where possible, and prompt mastering new skills for persons who have lost their jobs as a result of spread of the coronacrisis. For example, some countries introduced subsidised vouchers to unemployed people with the view to improvement of their professional skills and retraining. Such programmes mainly aim at support of those employed in informal economy and in small and micro-enterprises which suffered from COVID-19⁵²;
- monitoring of unemployment among youth with the view to taking targeted measures in order to facilitate youth employment;
- ensuring incorporation of various aspects of supporting people with special needs into all measures aimed at mitigation of consequences of the coronavirus COVID-19; ensuring proper professional development and lifelong learning for persons with special needs; creation of preconditions for development of new skills and employment opportunities in Industry 4.0 in the condition of distance working;
- encouragement of introduction of sanitary measurements, organisational measures and personal protection equipment to protect the staff from risks relating to influence of COVID-19;
- continuation of implementation of measures aiming at ensuring occupational safety and safety for those who want to work at home or at a distance, and

⁵² Gentilini, Ugo, Almenfi, Mohamed, Orton, Ian, and Dale, Pamela. 2020. "Social Protection and Jobs Responses to COVID-19," April 2020. Available at <https://openknowledge.worldbank.org/handle/10986/33635>

particularly, provision with proper protective equipment and ensuring health checks, reasonable working hours, mental health, ethical conduct and consulting;

- ensuring basic approach, including for those employed in informal economy, assistance for affordable housing, access to foodstuffs, water, health care and support to care during quarantine, and especially, for elderly people, children, lone parents and persons with special needs.

In the sphere of **social protection**:

- mobilisation of resources with the view to providing support to homeless and the most vulnerable groups of population and establishment of centres for coordination of the activities of public authorities, businesses' public and social initiatives aiming at assistance to those vulnerable and lonely;
- raising awareness about aged people's health care and social needs among social workers and volunteers who deal with COVID-19 and teach how to identify those needs and respond to them.

In the recovery's long-term perspective, integration of approaches based on human rights is necessary to identify gaps in social protection and find ways to fill them. To do that, collection and processing of the data disaggregated by gender and social identifiers, identification of vulnerable groups among all groups of population and focus on overcoming inequalities and discrimination in social structure of society are needed. Strategic approach in this area is introduction of advanced taxation system, capacity building in tax collection, prevention of tax evasion and combating corruption.

Available mechanisms of social protection and security should be expanded. In particular, it concerns increase of assistance for child sustenance, and it is worth considering doubling monthly pay and extension of its duration. A matter of school feeding is especially important for socially unprotected families, and that programme's period of validity is worth extending and sources of co-financing should be brought in (for example, by 70% and 30%) from the state and local budgets. It is also worth considering a matter of promoting opportunities and securing a universal basic income and unemployment benefits and employment assistance. Resources may be consolidated with the housing and utility subsidy funds and programmes for single mothers.

Education and science

According to UNESCO latest data, worldwide pandemic and quarantine influenced about 1.7 billion of those applying for education at various levels (from preschool to higher education), of these, 6.7 million were in Ukraine.⁵³

Therefore, an acute need in application of alternate approaches to training emerged worldwide. To continue a school year, effort was made to offer classes on radio and TV, depending on coverage, and repeating them online, or there were individual online classes, providing pupils with workbooks for self-education and daily remote performance control.⁵⁴ Universities transited to valuation based on online courses taken, conducting lectures and workshops by means of applications of online communications, remote control of assignments under self-education course. Preschool institutions functioned in different ways in different countries: some were locked down for general quarantine, some worked only for children of the professionals of the first wave of response and those employed in critical infrastructure, some continued their functioning on a regular basis with additional epidemiological measures taken.

Current epidemiological situation shows that persons who comprise the major part of those applying for education (3–25 years) are the least vulnerable to COVID-19⁵⁵. That is why after alleviation of quarantine worldwide, different countries applied different tactics. In particular, a certain number of the countries conferred decision-making regarding reopening of educational institutions of all levels to local authorities and didn't impose restrictions at the national level. At the same time, a decision was made to hold final exams as usual. In a certain number of the countries, they were held online or the results of the exams were valued in some other way, as for example, UK and Czech Republic, the other countries conducted graduation evaluation in-person, as for example, Germany, Poland, Russian Federation, Romania.

During quarantine, recommendations on epidemiological response were assessed and prepared during intramural studies. Apart from washing hands and disinfection, social distancing and wearing masks covering nose and mouth as generally accepted, additional recommendations and approaches were formed. For example, some countries recommend wearing medical-grade respirators and masks or cloth masks (including those produced on a stand-alone basis) but USA, for example, recommended wearing cloth masks because medical-grade masks were needed by medics. Wearing masks is also recommended for persons older than 2 years, subject to impossibility of keeping social distancing (other than those who have respiratory problems, are unconscious or are incompetent or, for any other reasons, cannot take off a mask without outside help), that is in case of their work in all educational institution.

As from 12 March 2020, educational institutions of all levels in majority of oblasts of Ukraine had been locked down for quarantine which conformed with general international trends in response to COVID-19 epidemic, and as from 16 March, restrictions on attendance

⁵³ COVID-19 Impact on Education, UNESCO [School closures caused by Coronavirus \(Covid-19\)](#)

⁵⁴ Jason Miks and John McIlwaine, UNICEF, [Keeping the world's children learning through COVID-19](#)

⁵⁵ Florian Götzinger, Begoña Santiago-García, Antoni Noguera-Julián, Miguel Lanaspá, Laura Lancella, et al., [COVID-19 in children and adolescents in Europe: a multinational, multicentre cohort study](#) — Lancet Child Adolescent Health 2020, Published Online June 25, 2020

of educational institutions were imposed all over the country. In the light of quarantine, as from 6 April 2020, the national TV channels had started classes for children of 5–11 forms, and from 28 April, classes for pupils of 1–4 forms had been launched under All-Ukrainian School Online.⁵⁶

Since 20 May, school attendance has been allowed in a number of 10 persons in a group. In particular, preschool institutions of all forms of ownership resumed their functioning as from 25 May 2020 under the condition of complying with epidemiological response in accordance with the requirements as approved by the resolution of the Chief Public Sanitary Officer of Ukraine (hereinafter — “CPSO”)⁵⁷. In particular, it concerned regular thermometry, social distancing and limitation of a number of persons in a group; separation of groups by commencement time, feeding time and time for walk; removing fluffy toys, carpets, reusable towels from rooms, prohibition on public events and in-person teacher-parent meetings.

Although functioning of the high and higher educational institutions was resumed till the end of the academic year, a decision was taken to hold final independent evaluation — pilot and basic External independent evaluation (EIE) for bachelor degree applicants⁵⁸, Unified Professional Entrance Examination (UPEE) and Single Entrance Exam (SEE) for Master’s degree applicants⁵⁹, specialised testing for medical students — attestation in the form of test examinations of licensed integrated exams “KROK”. Seamen proficiency testing, training of seamen and crews of merchant vessels which sail along Ukraine’s inland-water routes, and also, training of navigators of small and small-size vessels is also permitted. To enable holding independent evaluation, the Ministry of Health Care and the Ministry of Education agreed on epidemiological response subsequently approved by the relevant resolution of the CPSO⁶⁰. Holding of independent evaluation was ensured by all necessary means in accordance with the resolution of the CPSO and with charitable assistance from Naftogas, UNICEF and the Embassy of Switzerland in Ukraine⁶¹. Also, written recommendations on a medical professional’s course of action during independent evaluation and recommendations on distribution of personal protective equipment among the oblasts and on arrangements for transportation of test-takers to the testing facilities were prepared, together with advisory posters for the testing facilities as regards wearing masks and disinfection of hands and cough and sneeze etiquette; a training of the staff involved was held on the test-takers’ routes, queues and control under epidemiological response measures in accordance with self-monitoring sheet; and also, the State Service of Ukraine on Food Safety and Consumer Protection was invited to carry out checks of testing facilities prior to evaluations. However, only 2 days prior

⁵⁶ [On 6 April, online classes for pupils of 5-11 forms under quarantine begin: timetable and curriculum, where and how one can join the classes](#)

⁵⁷ Resolution by CPSO No. 25

<https://moz.gov.ua/uploads/ckeditor/документи/Головний%20Санітарний%20ліквар/Постанова%2025.pdf>

⁵⁸ [EIE 2020 schedule was approved: main session will take place on 25 June-17 July, with the results to be announced on 29 July.](#)

⁵⁹ [Application for Master’s degree programme in 2020: on the first day, over 900 applicants registered for SEE and UPEE](#)

⁶⁰ Resolution by CPSO No. 24

<https://moz.gov.ua/uploads/ckeditor/документи/Головний%20Санітарний%20ліквар/Постанова%2024.pdf>

⁶¹ [MESU is prepared to hold EIE in safe condition, its cancellation is unacceptable and may create corruption risks during entrance — MESU statement](#)

to holding testing, a decision was made to cancel in-person pilot EIE and take it off into distance testing⁶², which was a result of worsening epidemiological situation; nonetheless, the sudden character of the decision taken prevented its reasonably reliable communication to the public. Also, in order to reduce numbers of participants and risks during testing, a draft law cancelling obligation to hold Final State Certification (FSC)⁶³ at high school institutions and conferring to the parties concerned deciding on whether to hold FSC was introduced and passed. It was decided to hold basic EIE, UPEE and SEE sessions with regard to compliance with criteria of epidemiological situation and testing facilities' preparedness for safe performance of independent evaluations.

What concerns high and higher educational institutions resuming their functioning in a new academic year, currently, official commentaries show that the format of education will depend, first of all, on further development of epidemiological situation.⁶⁴ Presently, apart from quarantine restrictions established nationwide, real leverage was transferred to regional commissions on TES and ES which may, upon recommendation of a chief sanitary officer and provided the indicators set for epidemiological situation are outside the thresholds, introduce additional epidemiological response in the region and in individual administrative units, including lock-down of educational institutions for quarantine.⁶⁵ Having gained experience in arranging distance learning, the Ministry of Education and Science has already approved the Recommendations on Introduction of Blended Learning at Pre-Tertiary Vocational Educational Institutions⁶⁶, and a draft Regulation on Distance Education⁶⁷ was prepared to enable such institutions to organise the educational process so as to prevent whatever threats, including coronavirus epidemic, from threatening receiving education. MESU also informs about work on general harmonisation of law with the view to streamlining blended and distance education in Ukraine. At the same time, certain Departments of Education in regions show initiative. That said, Kyiv City State Administration has already prepared recommendations of its own on functioning of the pre-school and high education institutions⁶⁸.

On the eve of the 2020/2021 academic year, MESU developed and disseminated recommendations of the specific features of school organisation and management under quarantine restrictions, taking into account the Provisional Recommendations on Arranging Epidemiological Response in Educational Institutions for the Period of Quarantine in Relation with the Spread of the Coronavirus Disease (COVID-19)⁶⁹ adopted on 30 July 2020. In the stead of the Provisional Recommendations, on 22 August, epidemiological response in educational institutions was approved, and the latter will form the basis for the teaching

⁶² [Because of worsening epidemiological situation, participants of a pilot EIE will take tests at home](#)

⁶³ [Verkhovna Rada cancelled mandatory state certification for school leavers in 2020](#)

⁶⁴ [Liubomyra Mandziy: MESU doesn't switch schools to distance learning; delivery mode as from 1 September will depend solely on epidemiological situation](#)

⁶⁵ Resolution of the Cabinet of Ministers of Ukraine No. 392 of 20 May 2020 "On prevention of spread of COVID-19 acute respiratory disease caused by the SARS-CoV-2 coronavirus in Ukraine", paragraph 4 <https://zakon.rada.gov.ua/laws/show/392-2020-п#n192>

⁶⁶ [Recommendations on Introduction of Blended Learning at Pre-Tertiary Vocational Educational Institutions](#)

⁶⁷ [MESU proposes draft Regulation on Distance Education for public consultations](#)

⁶⁸ Regulation on resuming of the educational process in the educational institutions of Kyiv and their operating conditions after lifting quarantine restrictions <https://don.kyivcity.gov.ua/news/10249.html>

⁶⁹ In accordance with the Resolution by CPSO No. 42

approaches under quarantine in the educational sector.⁷⁰ The measures under response included development of routes for pupils and students to travel through educational institutions to prevent their crowding, wearing masks indoors, except during classes and except for junior schoolchildren, minimising group movement of the students (conducting the maximum possible number of classes for a team in a single room), increasing attention to airing and disinfection of the premises, and to opportunities for outdoor training activities. It is necessary, in the light of the general definition of the main features of the regime, according to which the functioning of educational institutions will be organised from the beginning of the school year, to arrange for a constant current analysis of their morbidity.

To emphasise problems in the sphere of education that arose as a result of coronacrisis, it should be noted that transition to distance learning doesn't take into account specific needs of pupils/students with special educational needs. Such pupils may not be prepared for sudden transition to online learning in case of aggravation of the epidemic. In the light of the above, according to the estimates of the Organisation for Economic Co-operation and Development (OECD), only half of the pupils were able to get access to full or partial distance curricula⁷¹. To address the above problem, some governments provided for compensations for expenditure on internet services or interacted with providers with the view to have such services provided free-of-charge for the educational purposes, or launched loan schemes with the view to procuring equipment.

In its turn, according to the Ministry of Digital Transformation, in 2019, internet coverage was about 70% in Ukraine, including mobile internet⁷². Accordingly, unequal access to broadband coverage; varying parents' readiness to help children with arrangements for distance learning in some cases; lack of up-to-date equipment, and also, varying levels of computer skills and skills in operating online instruments could negatively influence the educational process. In short-term perspective, it may lead to increase of the gap in educational outcomes, and also, to likely deterioration of professional opportunities for less privileged or less wealthy groups of population. In long-term perspective, according to OECD, improper quality of computer resources support may result in such pupils' loss of between 7% and 10% of lifetime income⁷³.

Matters of access to education under quarantine require a special attention, and it is especially acute in rural areas where internet coverage and computer technologies are pretty limited and difficult to access, as well as in the refugee and asylum seekers' communities. The educational institutions and teaching staff that actively use means of distance learning experience the need in defining sustainable approaches to putting of teaching loads on schoolboys and schoolgirls, in new circumstances. Transition to distance learning was understood at a certain stage as a temporary measure but in the circumstances of adaptive quarantine and uncertainty as regards further duration of the pandemic, it is apparent that its elements will, in one form or another, continue to be a part of the educational system.

⁷⁰In accordance with the Resolution by CPSO No. 50

⁷¹ [Learning remotely when schools close: How well are students and schools prepared? Insights from PISA](#)

⁷² [The Minister announced the levels of Ukraine's internet coverage](#)

⁷³ OECD (2020), *Schooling disrupted, schooling rethought: How the Covid-19 pandemic is changing education*, https://read.oecd-ilibrary.org/view/?ref=133_133390-1rtuknc0hi&title=Schooling-disrupted-schooling-rethought-How-the-Covid-19-pandemic-is-changing-education.

The following recommendations in the sphere of education can be highlighted in the context of response to and recovery from the crisis caused by COVID-19:

When organising educational processes, one must focus on two areas: permanent routine operation of the educational institutions in new circumstances and periodic measures in response to emergencies. Proposals must include review of existing educational programs and possibilities for adaptation/modification thereof in line with the conditions preventing spread of infection (use of protective equipment, remote technologies etc.), and also, amendments to periodic systemic measures like exams, university admissions processes etc. Policies must be developed in respect of periodic measures, and those must include both rules of conduct and detailed guidelines for personnel and ways of financial support of such measures. Proposals must take into account existing different categories of participants in education, risks and consequences of infection spreading among them. Presently, it looks like that most attention was paid when arranging *All-Ukrainian School Online* and preparing for independent evaluations, and in particular, their experience should be taken as a basis for further preparation for a new academic year. The following are among the most urgent priorities:

- *All-Ukrainian School Online*'s performance assessment and coverage of those applying for education throughout Ukraine with various means of communication (television and internet) with the view to separation of approach improvement points, utilisation of alternatives (radio, self-study copy-books etc.), and particularly, daily control of the material learned;
- development of recommendations on adaptation of curricula for blended and distance learning, transition from one type to another type and the reverse — depending on epidemiological situation; assessment of capability for work in shifts and within reduced working hours.
- approval of epidemiological response measures during study at high and higher education institutions, including, among other things, recommendations on wearing masks, works and arrangements for feeding, public events, recommendations for parents, students and employees, and division of the spheres of responsibility for compliance with, and implementation of, epidemiological response measures between the education institutions, students, and determination of levels of the measures taken depending on epidemiological situation.
- approval of indicators or criteria for transition from full-time to blended or distance learning, relevant harmonisation of legislation, including as regards welfare payments, stipends and salaries.
- determination of the procedure for further action aiming at continuation of employees' training (emphasis here is on the employees, the procedure for substitution of employees) and applicants staying in self-isolation, with the view to providing support to educational process and quality of education;
- establishing processes of continuous provision of educational institutions (EIs) with personal protective equipment (PPE), disinfectants and other means (keeping track of fullness of storage facilities, procurement procedures and dissemination, financial support);

- approval of the response protocols in COVID-19 cases in the educational institutions, to be performed by employees and applicants; dealing with exposed persons in an institution in case of additional acute respiratory diseases;
- development of unified gamified teaching material on hand hygiene, and cough and sneezing etiquette among the applicants for education of various ages and dissemination thereof in educational institutions; preparation of training and clarifications on prevention of, and combat against, stigmatisation of those who contracted a disease among the applicants, preparation of explanatory material on epidemiological response and procedures in various cases, and material on the criteria of transition to blended or distance learning for parents and custodians;
- ensuring the development of alternative available teaching methods, the transition to which can be prompt in conditions of uncertainty as to further development of the epidemiological context, preparation of educational institutions for possible changes in quarantine regimes (according to the Ministry of Health's zoning) during 2020/2021 academic year; and
- arranging for full-time education in small groups, where possible, for people with special educational needs. Such an approach will make it possible, among other things, to overcome digital gap.

Systems of psychological and social support should be expanded to cover schoolboys and schoolgirls and teaching staff in the educational institutions, and also, volunteering among the adults should be encouraged to engage them into the activities aiming at resuming educational process, including with creating the conditions for support of lone parents. Awareness must be raised, and trainings must be held, among the schoolchildren, students and education workers; those must be dedicated to identification of distinctive features showing that there are psychological and social problems relating to coronacrisis in those communities, and provision of mutual support by way of discussion and joint events both online and offline.

Scientific institutions and higher education institutions with scientific and research capacity were subject to general restrictions concerning work during quarantine established in Ukraine. Fostering scientific research of the matters relating to COVID-19 requires an especial attention. On the one hand, Ukraine's scientific capacity should be applied properly and accordingly, and on the other hand, it should be integrated into the context of efforts of international academic community.

COVID-19 epidemic may become a catalyst and a foundation for behavioral and social research, epidemiological studies and modelling, economic and mathematical studies, medical and epidemiological discoveries and methodologies, as well as for development of new training methodologies etc. In this context, it is recommended that current activity analysis be conducted in respect of coronavirus problematics, matters of infectious diseases and biosafety that the international scientific centres are focused on, and provide proposals on the opportunities of cooperation for the national institutions, taking into account Ukraine's scientific potential.

Peace and security

Pandemic has a notable influence on the process of settlement of the armed conflict in Ukraine — after all, a substantial part of processes involved, and in particular, the negotiations at the levels of contact groups and at the political level, have slackened or have even been delayed. Following the resumption of work, in particular of the Trilateral Contact Group, with changes in its Ukrainian representation, new challenges related to the political crisis in neighbouring Belarus, which was the host party to the talks, were added to the context. Expectations in favour of possible decrease in intensity of the armed conflict during the pandemics didn't materialise because news about new shooting, those killed and wounded, — at the rate comparable with pre-pandemic time arrive every day, and also goes together with more frequent news of the servicemen blown up by the explosive devices.

Further on, there is an additional danger for the reintegration processes, since in the areas not under control in the east of the country there was no simultaneous and equivalent recognition of the danger posed by the coronavirus, and establishment of quarantine alongside the rest of the country. As a result, there is no data on actual incidence of a disease in parts of Donetsk and Luhansk oblasts, which may be used as an additional argument in favour of increased isolation of people living in those areas, from the rest of Ukraine. The same also concerns the Crimean population who, the same way as residents of the eastern areas not under control, have uncontrolled access to the territory of the Russian Federation, where as on the end of August 2020, was among top five countries with the highest COVID-19 incidence rate.

The parties to the settlement process should, to the fullest extent possible, avail themselves of the opportunities offered by remote communications, to maintain diplomatic and political contacts in parallel to the recent resumption of the work of Trilateral Contact Group which will require intensification. At the same time, it is necessary to consider the possibility of moving the main negotiating platform from Minsk, due to the deterioration of the security situation there and the risks of the conflict associated with the current political crisis in this country. Whatever further developments may be, the continued use of such a platform looks questionable in the foreseeable future.

The OSCE Special Monitoring Mission in the region should make every additional effort to fully unblock their activities under its mandate, to take into account epidemiological indices, including in the territories currently not under of the Ukrainian authorities. Presently, OSCE Special Monitoring Mission and UN Human Rights Monitoring Mission in Ukraine are pretty much the only permanent structures which offer a possibility to obtain information on actual security situation people who live in the areas in the east not under Ukraine's control face. Renewal of full-scale activities in this area and collection of information on the impact of the coronavirus epidemic in this context is necessary. At political and diplomatic levels, analysis should be given to the impact of the coronacrisis on the process of implementation of Minsk agreements, including separation of weapons in the conflict zone, and respective adaptation of the agenda of negotiations should be conducted. Assessment of impact on the coronacrisis on the parties' compliance with their obligations in the sphere of international humanitarian law and international human rights law is also worth attention, and proposals on

mitigation of its adverse effects should be developed with assistance of international intermediaries (Germany, France) and international organisations (OSCE, UN).

At the same time, the Government of Ukraine should consider a matter of adaptation of existing strategies of information reintegration of AR of Crimea and Sevastopol and eastern territories to the reality of coronavirus period, putting more emphasis on the elements of health care and social issues, and it also should boost comprehensive State Strategy for Reintegration of Areas not under Control taking into account the above factors. At the regional level, impetus also should be given to works on development and implementation of the strategy and programmes of environmental safety in the conflict zone in Donbas where increasing environmental problems resulting from damaging and ruining of high environmental risk industrial infrastructure are capable of multiplying the adverse effects of potential COVID-19 outbreaks.

Presently, a substantial part of the personnel of the Armed Forces and other military units are in the state of military deployment and rotation under Joint Forces Operation in the east of the country. In this context, a detailed study and determination of relevant specific regime are necessary because compliance with the requirements of physical distancing and with other recommendations is complicated, and depending on certain circumstances, is incompatible with the regime of completion of mission so far. Along with that, it is the military to whom many residents of front-line areas, with a great number of elderly people and people suffering from chronic diseases (professional diseases) in their midst, are exposed in their daily activities and communications with public authorities. The military, in their turn, move regularly out/to the conflict zone under rotation, and also, by way of supplies of food and fuels etc.

As on 06 August 2020, 931 COVID-19 incidence cases were confirmed, and there were five fatal cases in the Armed Forces⁷⁴. Majority of cases were registered in the garrisons distant from the area of armed conflict in the east, that is why it is reasonable to assume that infecting of the military servicemen takes place mainly in the circumstances of social rather than professional contacts (with quite understandable exception of the military servicemen of medical service). Establishing information exchange between public authorities carrying out virus mapping among civilian population and Medical Force Command and the chief sanitary officer of the Armed Forces is deemed reasonable to enable timely case reporting on the chain of contacts of servicemen, and subsequent sending of the exposed persons identified to self-isolation.

It is also proposed to conduct analysis and integration of the experience gained during crisis management in response to COVID-19, while simultaneously drawing up a new version of the National Security Strategy of Ukraine, and particularly insofar as it concerns civilian protection. Urgent character of such an analysis and integration is underlined by the fundamental objective of the draft Strategy “Human security is the security of the state”⁷⁵. Such fundamental objective shows that the concept of human security lies in the heart of the draft document. The concept of human security, in its turn, is based on three elements: ‘freedom

⁷⁴ According to Medical Force Command of the Armed Forces of Ukraine

⁷⁵ <https://www.president.gov.ua/news/rnbo-rozglyanula-proekt-strategiyi-nacionalnoyi-bezpeki-ukra-59321>

from fear’, ‘freedom from want’ and respect to human dignity⁷⁶. International organisations, and especially those within the UN framework, have gained an especially rich experience worldwide in promotion and practical implementation of the human security concept. Therefore, provision of advisory and methodological support from UN agencies represented in Ukraine to relevant public authorities, and in particular, to the Secretariat of the National Security and Defence Council, in the process of Strategy development is of urgent character. In order to fill the Strategy insofar as it concerns “human security”, it is necessary to involve agencies of various profiles, which currently, in particular, participate in the work of the State Commission on Technogenic and Environmental Safety and Emergency Situations, which could prepare proposals to reflect the security dimension in each relevant area.

Human rights, legal order

Right to health care is one of the human rights reflected in ‘constituting’ documents of international human rights law — the Universal Declaration of Human Rights and International Covenant on Economic, Social and Cultural Rights. According to the position of WHO⁷⁷, in the context of human rights, countries having economies with low and medium income (including Ukraine which falls into the latter category) are especially vulnerable to the effects of the pandemic, and that is why they especially need international assistance and cooperation in the processes involving response and recovery.

The following three factors are key to response and recovery in the human rights sector:

- indispensability of respecting human rights for entire population of Ukraine and persons staying within its territory, in accordance with the international commitments taken by the country upon itself and the national regulatory framework, and prevention of reduction of such rights and freedoms unless situation does not directly require such limitations;
- prevention of an additional burden of restriction of rights and freedoms for those groups of persons recognised especially vulnerable even before the outbreak of pandemic in Ukraine; and
- prevention of stigmatisation of persons who are sick or were sick with COVID-19.

In accordance with effective amendments to legislation introduced in the context of COVID-19 pandemic, and also, in the war-time and emergency situation and declaration of an environmentally critical area, and for the duration of measures aiming at prevention of emergence and spread of the coronavirus disease (COVID-19), as provided under the quarantine established by the Cabinet of Ministers of Ukraine in accordance with the Constitution of Ukraine and under the established procedure, the regulatory activities are carried out with account taken of the restrictions of human and civil rights and freedoms, which in the war-time and emergency situation and declaration of an environmentally critical area,

⁷⁶ [What is Human Security? – The Human Security Unit](#)

⁷⁷ Addressing Human Rights as Key to the COVID-19 Response. WHO, 21 April 2020.

are imposed in accordance with the Constitution of Ukraine, Law of Ukraine “On Legal Regime of Martial Law” Law of Ukraine “On Legal Regime of Emergency” and Law of Ukraine “On Environmentally Critical Area”.

Quarantine shall, in accordance with the Law of Ukraine “On Protection of Population from Infectious Diseases”, be established by the Cabinet of Ministers based on the issue raised to that effect by the MoH, upon the recommendation of the Chief Public Sanitary Officer of Ukraine, and a decision on establishing such regime shall, without delay, be made known to the population via mass media. Since the Government of Ukraine has opted for adaptive approach to quarantine, it is necessary to conduct an analysis and set up relevant systems of notification about establishment or change of the quarantine regime to take into account the specific features of territories and populated localities, including raions, territorial communities and individual populated localities. Various mass media’s effectiveness and coverage of various areas of Ukraine is not uniform; indeed, in rural areas, the Internet penetration is apparently lower than in urban or urbanised areas. Given that it is estimated that almost a quarter of Ukraine's population does not use the Internet, it is necessary to clearly define a communication strategy for this category of population to prevent the growth of digital inequality into a violation of the human right to information. This approach will facilitate a gradual transition to the understanding and perception of digital benefits and access to digital life as an integral part of the legal landscape of the near future. Moreover, it is necessary to take account of the peculiar communication features of the vulnerable groups, and especially, those of elderly people or ethnic groups which densely populate the traditional communities.

One of WHO recommendations for the European region during the transitional phases of the pandemic is in favour of extensive application of digital technologies. Application of digital technologies in response and recovery in the context of COVID-19 should take into account respect to human rights and provisions on privacy secured in legislation of Ukraine. At different stages of data collection and virus mapping and analytical activities within crisis systems of information management, regular current analysis of conformity of the ways of utilisation of technologies under response and recovery from the outbreak of COVID-19 with the provisions on human rights must be performed, and information activities taking into account such provisions should be configured.

With the amendments introduced into the Law of Ukraine “On Protection of Population from Infectious Diseases”, and in particular, the supplements concerning quarantine in the context of COVID-19, an opportunity to impose temporary restrictions of rights of the natural persons and legal entities was provided for. *Post factum* enactment of a regulation containing such restrictions in relation to individual situation may give rise to concern from the standpoint of prevention of reducing the contents and volume of existing rights and freedoms when amending legislation in force (Article 22 of the Constitution of Ukraine). Essential in this context is outreach and communication (awareness building) work with the public, which, in terms of human rights, should focus on two key messages:

- not only those rights and freedoms, or aspects thereof, whose restriction is critically needed, are to be restricted. Restrictions should have temporary character, and the tactics of adaptive quarantine has been selected specifically because it makes it possible to minimise restrictions and make them dependable on the dynamic indices. The

indices, in their turn, depend on people's conscience and their mutual respect, including respect to other people's rights and freedoms; and

- imposition of restrictions is scientifically substantiated and corroborated by practice in combating coronavirus both in Ukraine and wherever else in the world. During the pandemic, all great democracies have or had one or another restriction of rights and freedoms. Restriction of certain rights under quarantine is part of efforts aiming at ensuring a right to health care for all.

Such communication is also important due to certain difficulties with trust in the authorities, which manifested themselves during the re-growth of cases of infection in July–August 2020. The leitmotif of communication by the State in this case may be reminding that there are no plans to return quarantine back to the restrictions that took place in the spring of 2020, necessary, first of all, to provide time for the preparation of the healthcare system during that period and, in the context of maintaining the moral and psychological state by reminding that “the night is darkest before dawn”.

Internally displaced persons (among whom 58% are women) and persons living in the territories not under control face especially harsh conditions caused by restriction of right to movement. Their access to welfare payment and public services depends on whether they have an opportunity to cross a line of contact, which, according to UN, was crossed on average per month by 1.2 million civilians in 2020. If entry/exit crossing points on the side of territories under Ukrainian control have resumed their operations and can be crossed, while crossing from the side of unrecognised entities in Donetsk and Luhansk oblasts is halted. As on the end of June 2020, the Government of Ukraine cancelled a requirement to self-isolation or medical observation in respect of those coming from the eastern regions and Crimean peninsula not under governmental control if testing for coronavirus upon arrival has given a negative result⁷⁸. It is necessary to optimise, with participation of the Ministry of Social Policy and the Ministry of Reintegration of Temporarily Occupied Territories, the system of provision of public services to internally displaced persons and persons who live in the territories not under governmental control, account taken of disruption of operation of the entry/exit checkpoints and respective additional restrictions to mobility of the above groups. This matter is of special importance not only in the context of human rights, but also, in the context of uncertainty and insufficiency of authentic information on epidemiological situation in the areas not under governmental control. In addition, prisoners of war and hostages in the areas of Ukraine not under governmental control fall into an individual vulnerable group of those exposed to COVID-19.

The coronacrisis has emphasised especial vulnerability of labour migrants as a group whose forced return *en masse* to Ukraine in spring 2020 was linked to emergence of new sites of infection, and especially, in western regions of Ukraine. In the light of the circumstances of forced displacement in the context of the pandemic, that group may be considered as especially vulnerable, similarly to the persons internally displaced as a result of the armed conflict, and is recognised as requiring support in terms of mechanisms of humanitarian response with

⁷⁸ [On amendments to Resolution of the Cabinet of Ministers No. 392 of 20 May 2020](#)

participation of international community. Among age groups, elderly people are especially exposed to a risk of stigmatisation, and among professional groups, that is true for medical professionals who comprise about 20% of those infected with COVID-19 in the country.

As on the end of August 2020, over fifty thousand persons in Ukraine had had the illness but their voices were absent in the information field, except for few exceptions involving public figures or reputable persons. Reluctance to go public with perceived negative experience is understandable but cohesion and mutual support among people who have overcome the disease, as for example by establishing civil society organisations bringing together such persons, could have helped them in standing upon their rights and lawful interests.

Together with an additional burden on vulnerable groups of persons, the crisis related with COVID-19 caused adverse impact on general situation with human rights in Ukraine and especially, on the above sphere in the context of European integration. In 2019, prior to the outbreak of COVID-19 in Ukraine, work was launched on drawing up of the Action plan on implementation of the National Human Rights Strategy⁷⁹ through 2023 because the effect of the current Action plan expires in 2020. Use must be made of an actual opportunity for inclusion of the experience gained in exercising human rights in the circumstances of the epidemic during the crisis caused by COVID-19 in the process of analysis of implementation of the National strategy since 2015, and also, for inclusion of the human rights aspects in the context of crisis management in the Action plan under development. The strategy aims to, in particular, at ensuring equal rights and opportunities for women and men in all spheres of societal life, creating an effective system for combating all forms of gender-based violence, human trafficking and slavery, providing high-quality assistance to their victims, and creating an effective system of prevention and combating domestic violence, improving the quality of care provided to its victims. The action plan for its implementation should, therefore, take into account the need to adapt the mechanisms for referral of victims and other means of their protection to work under quarantine restrictions.

Law enforcement officers are positioned in the forefront of the battle against coronavirus. National Police, National Guard and State Border Guard Service of Ukraine perform duties which are key to ensuring the country's successful response to COVID-19. As it includes implementation of the measures of direct control of compliance by the public with quarantine requirements, officers and servicemen of law enforcement authorities must be provided with guidelines and be prepared to perform operational procedures for interaction with the public in the context of compliance with quarantine. To prevent breaches of quarantine and provide assistance to population during quarantine, one should be guided by a unified doctrine and by interpretation of regulatory requirements in prevention and discontinuation of violations, and also, in dealing with those who needs assistance. Law enforcers, in their turn, should receive from the state social incentives and remuneration which correspond to the missions they accomplish, which involve regularly increased risk.

⁷⁹ <https://zakon.rada.gov.ua/laws/show/501/2015#Text>

Upon alleviation of quarantine restrictions in Ukraine and with approaching local elections in autumn, political activity increased, and a number of public events and public speeches increased. During such speeches and events, the law enforcers should bear in mind a possible higher level of psychological instability, irritability and inflammability of people who have recently experienced substantial restrictions to their ordinary lives. In such circumstances, the police and national guards should take into account provisions of relevant international commitments concerning public events and law enforcement agencies' role in those⁸⁰. In the long run, the crime rate may increase due to the deteriorating economic situation of the people, caused by the effects of the coronacrisis. Analytical bodies of the National Police and other law enforcement agencies should thus increase the level of preparedness for criminological analysis and forecasting of epidemic trends in this perspective, and the Ministry of Internal Affairs should maintain a continuous active exchange of information with agencies and institutions of socio-economic profile in order to take into account effects of COVID-19 in formation of the public policy aiming at combating crime and ensuring public safety.

Under adaptive quarantine, it is necessary to expand a range of services to provided to the public by means of up-to-date technologies for a purpose of mitigation of adverse impact of the epidemic on the exercise of human rights and lawful interests. This especially concerns vulnerable groups, and in particular, IDPs, victims of trafficking in human beings and persons who were or are exposed to sexual or gender-specific violence. It is necessary to ensure continuous provision of judicial services, services of legal assistance, forwarding and psychological and social support with the use on online and remote means, where possible. People must have a feeling that the state has not 'distanced' from them in the circumstance of interpersonal physical distancing. The coronacrisis gives an impetus for further creative development of the approaches to provision of administrative services in line with a 'single window' and 'one-stop-shop' principles.

Humanitarian activities

As from 2014, Ukraine has deployed a system of humanitarian response to crises, in accordance with UN cluster architecture. Cluster architecture involves setting up working fora in certain areas of humanitarian activities within international organisations, civil society organisations and governments under general direction of the respective UN agency dealing with this area. The main goal of such cluster is information exchange and coordination in their areas of activity. General coordination of the cluster system is provided by the UN Office for the Coordination of Humanitarian Affairs (UN OCHA).

The clusters' attention is first of all focused on the population recognised to be in need of humanitarian assistance, which in case of Ukraine amounts to over three million people. In the light of the risks related to COVID-19, the UN is making Humanitarian Needs Overview

⁸⁰ [Code of Conduct on Politico-Military Aspects of Security](#) (OSCE)

and reviewing Humanitarian Response Plans in the context of spreading coronavirus pandemic in the region which has been suffering from full-scale humanitarian crisis for the last six years⁸¹. In particular, when reviewing the Humanitarian Response Plan for 2020 and taking into account COVID-19 outbreak, additional needs in the amount of 47 million US dollars were identified. Compared to five previous years, a range of vulnerable groups of population has expanded greatly, and when determining high-risk groups as regards the coronavirus, additional problems were identified for existing groups, and in particular, for elderly people. In case of individual clusters, one may envisage growth of their significance and donor attention and, accordingly, potential opportunities for funding, compared with the period of 2014–2019. First of all, it concerns a healthcare cluster (supervised by WHO) and water, sanitation and hygiene cluster (WASH) (supervised by the United Nations Children’s Fund (UNICEF)).

The national Government has to be actively included in that process because opportunities for provision assistance to identified population are more limited under standard procedure. In particular, it is due to irregular access to communities in the conflict zone in the east of the country, and also due to the fact that a large number of healthcare institutions, including lead institutions at a regional level, remains in the areas not under governmental control. In addition to that, a substantial part of population in the conflict zone in need of humanitarian assistance is composed of the vulnerable groups exposed to COVID-19 among whom are: elderly people (36% of total population, which is higher above national average which is 23%) and people suffering from professional chronic diseases, which is preconditioned by industrial and post-industrial nature of the region. A substantial part of elderly people in the zone adjacent to the line of contact are limited in mobility or live lonely because youth have, in much larger numbers than older generations, left the conflict zone.

Although at the end of summer 2020, the rate of spread of COVID-19 particularly in Donetsk and Luhansk oblasts was low compared to the rest of other regions of the country, potential consequences in case of an outbreak there might be severer and larger in scale, and primarily, due to ruining of local healthcare systems as a result of the armed conflict. Indeed, according to the results of the study of vulnerability to COVID-19 conducted by UNDP (Ukraine Compounded Vulnerability Index), local healthcare system in Luhansk oblast was found to be the most vulnerable among all the rest of Ukraine’s regions by the indices of availability of healthcare institutions and beds, medical equipment and medical personnel. At the same time, statistical indicators in June 2020 showed a record decline in industrial production among all regions of Ukraine in the predominantly industrial Luhansk region⁸².

Presently, Ukraine has no clearly defined agency which could be a contact agency as regards entire spectrum of issues pertaining to humanitarian response. For the Government it would be reasonable to decide upon representatives for permanent work on humanitarian response in UN clusters at the inter-agency level with the view to ensuring their coordination rather than representative function. Such authorised representatives may be appointed by the State Commission on Technogenic and Environmental Safety and Emergency Situations or by

⁸¹ Ukraine: 2020 Humanitarian Response Plan (HRP) — Revised Requirements due to the COVID-19 Pandemic: <https://www.humanitarianresponse.info/en/operations/ukraine/document/ukraine-2020-humanitarian-response-plan-hrp-revised-requirements-due>

⁸² State Statistics Service. Economic Statistics: http://www.ukrstat.gov.ua/express/expres_u.html

the Secretariat of the Cabinet of Ministers and act upon humanitarian needs plans consolidated at the whole-of-government level and on the proposals on covering thereof by means of humanitarian programmes and projects on the relevant coordination platforms.

Crises caused by COVID-19 manifest themselves both at the nationwide and regional levels. Expected and existing social and economic and security challenges (including those relating to complicated crossing of the line of contact) in the conflict zone determine the need in governmental support of existing initiatives with the view to facilitation of balancing the humanitarian component against development component in post-conflict recovery agenda. In particular, in this context, top priority is to be given to consolidation and strengthening of the state's efforts, with the assistance of international partners, for the purpose of establishment of national structures dealing with anti-mine activities and humanitarian demining with the view to reducing security risks in carrying out economic activities in the regions suffering from the armed conflict. Establishment of such structures in accordance with international conventions and standards⁸³ would be a logical and timely continuation of the process, the way to which was paved by adoption of the Law of Ukraine "On Anti-Mining Activities" in 2019.⁸⁴ It turns out to be consistent in this context — giving the functions of a national anti-mining body defined in law and international standards as collegial and interdepartmental, to the State Commission for Energy and Emergency Situations and creation of a sectoral operational body with the capacity to coordinate thematic projects and programmes, operating nationwide thematic information system on the basis of the Information Management System in anti-mining activities of IMSMA, as well as with the functions of front- (interaction with partners and donors) and back-offices (monitoring, analysis, evaluation).

National humanitarian response plans should broaden their perspective and reflect the consideration of additional vulnerable categories of people whose issues have acquired a strong humanitarian dimension. In particular, migrant workers who didn't have to return to Ukraine and cannot resume their employment abroad due to quarantine restrictions can be considered forcibly displaced persons and can count on appropriate assistance from international organisations, including the UN High Commissioner for Refugees and the International Organisation for Migration.

There is also a need in development of special approaches to, and taking measures on, improvement of sanitary conditions among those groups of population where a danger of spread and transmission of infection is especially acute in the context of social or domestic peculiarities. Romani people, homeless and refugees fall into these groups. What concerns the above groups, holding of special communication events (awareness building work) and targeted projects and programmes of humanitarian response is proposed.

⁸³ [International Mine Action Standards: IMAS](#)

⁸⁴ <https://zakon.rada.gov.ua/laws/show/2642-19#Text>

Gender policy

From the very beginning of the COVID-19 pandemic, and especially, after imposition of lock-downs and quarantine restrictions in the world, gender dimension has been present in the coronacrisis discourse. In the circumstances of extremely long stay in the same place and limited mobility and economic crisis and rise in unemployment and accompanying psychological stress factors and uncertainty, increase of cases of violence against women and children in families was observed globally⁸⁵. Data available in Ukraine show the same trends.

Over the first five months of 2020, the National Police of Ukraine registered 84,237 complaints about family violence (from among those complainants, 63,964 were women), which is 49% greater than during the same period of the previous year (56,638 complaints). During quarantine, calls to the national hotline against family violence (1547) doubled. Civil organisation *La Strada's* Hotline (0 800 500 335 or 116-123) has recorded 20% growth of phone calls since the beginning of the COVID-19 epidemic. According to the data published in May 2020, a number of criminal proceedings in cases involving family violence initiated this year is 1,511 (1,300 women) while in 2019, a number of such cases was 795 (632 women). Burden and dysfunctions caused by response to COVID-19 complicate functioning of the mechanisms ensuring provision of social, medical and legal assistance to victims of gender-specific violence.

To build a complete picture of gender aspects of developing COVID-19 crisis in Ukraine and response thereto, and also, its impact, it is necessary to process all data with the help of instruments of breakdown by gender and age groups. It concerns not only those who contracted a disease or a male-female ratio among those working at the forefront of combat against the coronacrisis — medical professionals, police officers, retail selling points and chemist's shops etc., but also, secondary (mainly, social and economic) aspects. In particular, it concerns a portion of women among the persons who lost their jobs during quarantine in Ukraine (for that matter, spheres of public catering, hotel and recreational business, utility services, entertainment where women are mostly employed, were particularly affected), and also, among labour migrants who lost their jobs abroad and returned. At the same time, there are almost 200 thousand single mothers (about 92% of total number of single-parent households)⁸⁶, and a portion of women among those employed in healthcare sector is over 82%. Elderly people are constantly in the focus of attention because they are recognised a vulnerable group exposed to the coronavirus COVID-19. Elderly people in Ukraine who comprise a large part of population often suffer from chronic diseases which complicate the course of a disease. Along with that, requirements of social isolation are even harder on them since shopping or visiting chemist's shops or public institutions is a form of socialisation for most of them. At the same time, women comprise two thirds of Ukraine's population over 65 years.

It is necessary to break the data on those who contracted a disease down by the following groups:

Gender — male, female;

⁸⁵ COVID-19 and violence against women: what the health system/sector can do. WHO, 2020.

⁸⁶ According to MSPU

Age — boys, girls (0-9, 10-15, 15-19); adults (20-29, 30-39, 40-49, 50-59, 60-69, 70-79, 80+).

Further on, it is necessary to enter such data to respective information systems directly when registering cases, and also, to conduct analysis of data broken down by gender and age with the view to identifying regularities and applying the results in preventive work and prevention of, and being ready to, the new waves of disease.

In the context of political development, it is important to define the basic principles and areas of state policy on gender issues at the conceptual and doctrinal levels. The expediency of this is due, *inter alia*, to the fact that in the current primacy of international law over national law in Ukraine, the relevance of understanding, common with international partners and counter-parties, of the growing number and variety of definitions, provisions and characteristics of gender discourse appearing in international transactions. Consideration should be given to updating, in the light of the experience of the coronacrisis, the action plans on international commitments in the field of gender equality and progress, in particular, in the national action plan on the implementation of UN Security Council Resolution 1325 “Women, Peace, Security” whose current version is designed for 2020. It is also necessary to analyse the impact of the coronacrisis on the functioning of existing mechanisms for referral of victims of trafficking and domestic violence and their improvement at various levels of management.

It is also proposed that the Ministry of Social Policy as a dedicated central executive authority responsible for ensuring equal opportunities for men and women, together with the Government Commissioner on Gender Policy, develop a strategy of national gender policy, including taking into account gender aspects in crisis situations, with technical assistance of the body of crisis management at the Secretariat of the Cabinet of Ministers.

It is also possible to include in the commission of the Government Commissioner for Gender Policy, with the consent of the commission, in order to expand the capacity to analyse the gender aspects of crisis situations and develop specialised proposals. Based on the experience gained during the response and recovery from armed conflict and coronacrisis, it is necessary to develop a state algorithm for assessing the gender aspects of crises and emergencies, as well as collecting and distributing data and processing information in accordance with gender-sensitive approaches.

Development of communities and areas in Ukraine

Impact of the COVID-19 crisis varies extraordinarily at the regional and local levels; it has a strong territorial dimension and serious consequences for public authorities/institutions which must directly respond to outbreaks of the epidemic in the context of crisis management. Local executive authorities and local self-governing bodies are responsible for critical aspects of implementation of quarantine measures, health care and social services, and that puts them in the front-line of fighting against the crisis.

However, the local authorities are also responsible for strategic planning at local and regional levels, for economic development and enhancing of effectiveness of local labour markets, creation of jobs, efficient budget spending (which also concerns funds from the State Regional Development Fund, attracting investment, including FDI (foreign direct investment)). In other words, local executive authorities and local self-governing bodies must be able to take care of *enhancing competitiveness of communities, territories and regions of Ukraine*, which is a key to sustainable development in long-term perspective.

Such capacity may be ensured not only by upgrading of one's professional skills and continuous training. State regional policy built upon the principles, and taking into account the practices, of the regional policy (cohesion policy) of the European Union is an important factor of ensuring that the local authorities are able, and have capacity, to function in effective way. Such policy must create favourable framework environment for effective functioning of public authorities at local and regional levels, and set, without excessive interference with local affairs, directions for further development for all country as a whole and for its separate territories — communities, regions and macro-regions.

- Regional policy is the solidarity and cohesion policy

Regional policy is first of all the policy of solidarity and cohesion because the 'free market' is by default unable to solve all development problems. Regional policy was born in industrially developed European countries in twenties-thirties of 20th century as a way of addressing development problems which cannot be settled by operation of market economy. That policy underwent certain evolution of varying quality in different European countries and worldwide but it has proved its indispensability and viability, and continues to work for public interest. Today, that policy is also promoted by the strongest alliance of European countries, the European Union, which spends for that purpose one third of its budget.

Regional policy is action/strategy of the state aiming at administrative-economic optimisation of regional (territorial) structure of the country and relations between the centre and territories with the view of ensuring sustainable and balanced development by means of the most efficient use of available internal resources and attracting foreign investment in the environment of economic globalisation.

Regional policy is not a sectoral policy in the strict sense, it's not a policy of an individual CEA but is rather an instrument of coordination and agreement of the agency-level plans and actions targeting certain territories of the country. The state implements state regional policy in the interests of all regions, communities and territories of the country via an effective coordinated cooperation between the executive authorities along the power vertical, and also, horizontal cooperation between local self-governing bodies based on philosophy and practices of multi-level governance.

State Regional Policy as decentralised economic development policy

Regional and local economic development meaning creation of real jobs and real gross domestic product takes place in an absolutely specific area of a particular territorial community of a city/town, settlement, village. But one must bear in mind that these particular territories are parts of a region, and it is the region level where concentration of resources necessary for important development projects which can be a driving force of accelerated economic development in a certain territory is possible. To this end, system of planning of state regional policy (SRP) provides for two approaches:

‘top down’ — planning state/central government’s measures with the view to reducing social and economic disproportions in development of individual territories, strengthening of competitiveness of regional economies, stepping up of the standard of well-being and fostering a level of integration within the country;

‘bottom up’ — planning regional development by oblasts, which makes it possible to fulfil a hidden or underestimated development potential of each particular region of the country.

In practice, it means that regional development policy goes hand in hand with way more extensive national investment programmes for national development, and the state regional must take into account a wide range of development factors.

Ukraine’s Regional Policy Reform in 2014–2020

Over the period of 2014–2018, Ukraine began to change its *state regional policy* (SRP) taking into account, and based on, the approaches and practices of the European Union, including in the context of implementation of the EU-Ukraine Association Agreement⁸⁷, Action Plan on Implementation of the Association Agreement⁸⁸, Financing Agreement on Sector Policy Support between Ukraine and the European Commission of 24 November 2014⁸⁹ whose goal was support of social, economic and territorial cohesion of Ukraine and promotion of people’s well-being all over the country.

On 30 September 2019, the Decree of the President “On urgent measures with the view to ensuring economic growth, spurring regional development and prevention of corruption”⁹⁰ was adopted. Significance and importance of the above Decree first of all lies in the fact showing that there were political will, understanding and readiness to ensure consistent continuation of SRP (state regional policy) reform based on the principles of a new paradigm which were determined and tested in practice during the previous years. Such succession and consistency enable mitigation of possible losses during the period of transition.

⁸⁷ https://zakon.rada.gov.ua/laws/show/984_011#Text

⁸⁸ <https://zakon.rada.gov.ua/laws/show/847-2014-%D1%80#Text>

⁸⁹ https://zakon.rada.gov.ua/laws/show/984_019#Text

⁹⁰ <https://www.president.gov.ua/documents/7132019-29789>

The Decree stipulated individual goals of critical importance for the Government in the context of continuation of SRP reform in the closest and medium-term perspective, and particularly:

- provision for, during follow-up revision of the draft Law “On the State Budget of Ukraine for 2020”, in accordance with feasible needs, funds for measures aiming at boosting economic growth, raising social standards, development of mountain areas of Ukrainian Carpathians, and also, increasing funds in the State Regional Development Fund⁹¹;
- ensuring development and submission, under the established procedure, to the Verkhovna Rada of Ukraine for consideration of the following draft laws: “On Amendments to the Law of Ukraine “On the Principles of State Regional Policy” as regards Enhancement of the Regional Development Agencies’ Capacity”; “On Amendments to the Law of Ukraine “On Boosting Regional Development” as regards Enhancement of Competitiveness of the Regions; ensuring drawing up and adoption of the State Regional Development Strategy for 2021–2027.

A new SRP paradigm provides that regional policy should be primarily be an investment policy. It is in support of creation of new jobs, competitiveness of individual territories and groups of such territories, economic growth, improvement of people’s life standards, improvement of environmental conditions and sustainable development. Provided there are limited resources, identification of priorities in their allocation has to provide for their focusing on those administrative and investment measures and on those territories which will be able to ensure the maximum return in short order and will have a long-term and comprehensive effect not only on development of those territories, but also, on neighbouring regions.

New paradigm of SRP

⁹¹ Effects of the COVID-19 crisis have led to substantial revision to enable effective response to the today’s threats but it doesn’t mean that strategic challenges and goals of the reformation must be reversed. In particular, topping up the State Regional Development Fund (SRDF) remains an immensely important strategic objective. Certainly, it’s not the only precondition for ensuring effectiveness and sustainability of regional development — in particular, quality of projects funded by SRDF requires substantial improvement. But without increase of the amounts in the SRDF, implementation of large national projects in the regions (which means full-scale top-down and bottom-up implementation of SRP) is virtually impossible since currently SRDF mainly finances regional projects drawn up by the oblasts in pursuance of their own regional development strategies.

| | Традиційна політика економічного розвитку держави і регіонів | Нова парадигма |
|--------------------|--|---|
| Цілі | Вирівнювання економічних результатів через фінансову компенсацію розривів регіонам з меншим потенціалом розвитку | Виявлення і реалізація прихованого та недооціненого потенціалу розвитку кожного регіону |
| Стратегії | Секторальний (галузевий) підхід «згори вниз» | Інтегровані проекти розвитку сплановані «згори вниз» та «знизу вгору» |
| Інструменти | Субсидії і державна допомога переважно на створення об'єктів «твердої» інфраструктури | Державні капіталовкладення у матеріальні та нематеріальні активи у вигляді проектів «твердої» та «м'якої» інфраструктури |
| Суб'єкти | Центральний уряд | Різні рівні врядування |
| | Перерозподіл ресурсів від більш розвинутих до менш розвинутих регіонів | Розбудова конкурентного регіону шляхом залучення усіх суб'єктів розвитку та використання потенціалу ключових активів регіону |

| | Traditional policy of economic development of the state and regions | New paradigm |
|-------------|--|--|
| Goals | Balancing out economic results through financial covering of gaps in favor of the regions with lower potential for development | Identification and fulfillment of each region's hidden or underestimated potential for development |
| Strategies | Sectoral (branch-oriented) approach 'top down' | Integrated development projects designed 'top down' and 'bottom up' |
| Instruments | Subsidies and state aid mainly for creation of 'hard' infrastructure assets | Public investment in tangible and intangible assets in form of 'hard' and 'soft' infrastructure projects |
| Entities | Central government | Various levels of governance |
| | Reallocation of resources from more developed to less developed regions | Development of a particular region by way of involvement of all subjects of development and use of the potential of key assets of the region |

The new paradigm of the state regional policy has been reflected and endorsed in legal and normative acts and strategic planning documents, in particular in the basic Law of Ukraine “On the Principles of State Regional Policy” (2015) and the State Strategy for Regional Development (SSRD) until 2020 (2014) which set out the strategic vision and purpose of regional development of Ukraine until 2020.

In 2014–2019, Ukraine has managed to build an institutional and legal mechanism (legal framework) of the state regional policy which is as good as the best world analogues.

However, this mechanism is not yet fully compliant with the principles established by the regulatory and legal framework.

The Government of Ukraine has developed legislation in the area of regional development which enabled creating an integral and mutually consistent system establishing the list of strategic and planning documents in the area of regional development, identifies institutions that develop and implement the state regional policy and implement regional development projects, and determines and endorses the sources of regional development funding. One of the key achievements was the adoption of the basic (framework) Law of Ukraine “On the Principles of State Regional Policy” on 5 February 2015⁹². On the basis of that Law, a large corpus of the legislation relating in any way to implementation of the regional policy is now being revised.

The State Strategy for Regional Development and regional strategies will expire in 2020. With the coordination by the Ministry of Regional Development, the Government commenced drafting of the State Strategy for Regional Development until 2027. A wide range of regional developers of all levels are engaged in the development of that Strategy.

However, unpredictable revenues as a source of regional development funding is one of the main barriers for implementing strategic planning documents under the regional policy. Without predictable funding opportunities, it is difficult to plan medium-term measures and arrange fund raising from other sources.

An important step in introducing European regional development facilitation instruments was the creation of the State Regional Development Fund in 2012. It ensures fair distribution of state support to regional development in compliance with the requirements of the Budget Code of Ukraine:

- 80 per cent of the Fund’s financial resources are distributed among all regions depending on the size of the population in them;
- 20 per cent are distributed taking account of the levels of social and economic development of the regions.

The procedure for preparing, assessing and selecting investment programs (projects) to be funded by the State Regional Development Fund, and the procedure for using funds of the State Regional Development Fund allow regions to be independent in prioritizing target and competitive selection of investment projects. But at the same time, the regulatory framework for the State Regional Development Fund needs improvement.

Regional development agencies (RDAs) have been established in 19 oblasts. The key mission of RDAs is generalizing of ‘collective interest’ towards development of territories. RDA is an instrument of strategic management of regional development, catalyst of development of the ‘soft’ component of institutional capital of regions through engaging a wide

⁹² <https://zakon.rada.gov.ua/laws/show/156-19#Text>

range of stakeholders in the processes, namely government, large/medium-size and small businesses, academic society, civil society organizations.

In 2014–2018, a ground was created for sound multi-level regional development management, in particular:

- functions of SRP (regional development) have been clearly vested with the Ministry of Regional Development;
- an Inter-agency Coordination Commission for Regional Development has been created, but is not yet fully operational;
- the Government has approved a standard Regulation on the Regulation Development Agency (RDA)⁹³ in line with the provisions of the Law of Ukraine “On the Principles of State Regional Policy”, and RDAs have already been registered in many oblasts;
- subdivisions of oblast state administrations responsible for RDAs have been identified. With the support from international technical assistance projects, the Ministry of Regional Development is working on strengthening capacity of these oblast-level subdivisions for regional development management.

A certain experience was gained in successful application of new approaches, but it should be noted that introduction and implementation of new principles and application of brand new instruments are going on slowly and not always consistently.

The created system is not fully operational yet, in particular:

- most projects applying for the SRDF funding are not in line with the action plans for implementation of regional development strategies;
- the number of regional developers engaged in preparing projects to be applied for the SRDF funding, should be maximum; and
- the work of regional commissions selecting such projects raises many concerns.

- Reform of local self-government and territorial organisation of power (decentralisation)

Decentralisation may not be a goal in itself — that is a factor of a more complex integrated approach and a wider territorial development strategy. The results of decentralization are closely associated with the existing relevant capacities on the subnational level as well as the quality of multi-level governance, including the mechanisms of coordination at all levels of public administration.

⁹³ <https://www.kmu.gov.ua/npas/248941325>

The decentralization reform and the SRP (state regional policy) reform are interrelated — these are two meaningful components of one large-scale reform aimed at improving the national administrative and territorial structure, interregional consolidation of the Ukrainian community, creation of a multi-level local and regional development management in the context of shaping the architecture of proper governance as one of the short- and mid-term priorities for the Government.

Improvement of the administrative and territorial system of Ukraine should be based on the principles of unity and integrity of the state territory, combination of centralization and decentralization in activities of public institutions, balanced socioeconomic development of regions with due consideration of their historical, economic, geographic, environmental, demographic peculiarities, ethnic and cultural traditions.

The Government is going to complete the reform in two stages. The first stage will be in the framework of the current Constitution and cover 2020 and partially 2021. The second stage will start upon amending the Fundamental Law (estimated period 2021–2023) and include creation of fully capable local self-governing bodies, in particular executive bodies of oblast councils⁹⁴.

On 12 June 2020, the Government established administrative centres and endorsed territories of 1,470 communities, and created the basis for holding ordinary local elections within territorial communities in 2020. Also, the VRU approved a resolution on creation and liquidation of raions, which is now registered with the Parliament and requires adoption as soon as possible.

Following the approval of the territorial basis, the next step, according to the reform agenda, is creation of the system of territorial organization of power and determining powers, resources and responsibility of public authorities. A working group created on the basis of the Ministry of Regional Development and engaging other central executive authorities and associations of local self-governing bodies, drafted new versions of laws on local self-government, local state administrations and amendments to the Budget Code. The key point in terms of unbundling of powers is delegation of most powers to basic-level local self-governing bodies.

As for the rationale behind creating raion councils, the Government explains that at this stage, the reform is taking place in the framework of the current Constitution which provides for creation of raion councils. Raion councils have a limited range of powers, primarily property management during the transitional period and distribution of property between territorial communities. No considerable changes are provided for at the oblast level. Delegated

⁹⁴ <https://www.minregion.gov.ua/press/news/oleksij-chernyshov-vzyav-uchast-u-konsultatyvnij-radi-z-pytan-miscevogo-samovryaduvannya-u-parlamenti>; <https://decentralization.gov.ua/news/12568>

powers of oblast councils include, first of all, regional development matters. Local state administrations retain their powers given by the Constitution.

Powers of local self-governing bodies should be supported with relevant financial resources enabling their performance. That is why the Ministry of Regional Development drafted amendments to the Budget Code of Ukraine, according to which, in particular, basic-level budgets, i.e. village, settlement and municipal budgets, will show the same revenues and expenditures, while basic-level and raion budgets will show differentiated revenues. A lion's share of raion budget revenues are transferred to the basic level, namely personal income tax revenues, forest, oil and gas rent, water facilities rent, administrative service fees. All basic-level budgets will also be directly linked with the state budget.

The reformed system of local self-governance and the new territorial organization of power should be supported through building capacity of territorial communities and regions to implement sustainable economic development projects. Economic growth should be sustainable and not harm environment or quality of life. This is the basis of sustainable future. Development of and efficiency of managing communities also contribute to national prosperity and well-being of all Ukrainians, no matter where they live.

The key tasks include increasing the number of jobs. The key priority of local economic growth, in the context of that task, is increasing competitiveness of communities, since only a competitive community can successfully support businesses. This approach will also facilitate the creation of a competitive environment for local self-governing bodies in ensuring better conditions for business, investments, innovations and skilled workforce.

The key objective of the decentralization reform at its final stages is to create conditions in which local self-governing bodies will have financial and institutional capacity to create a favourable business environment, develop strategic development programs and investment proposals and projects, efficiently use their own resources (property, land, natural and labour resources etc.), actively cooperate with businesses and provide them with necessary support, encourage sustainable business and creation of new jobs.

The following conclusions and recommendations are proposed based on the above:

1. Representatives of the European Union and international organisations estimate that the reform of local self-government and territorial organisation of power and state regional policy launched in 2014 is one of the most successful reforms in the country. It is aimed at increasing the competitiveness of Ukrainian communities and territories, strengthening all-Ukrainian solidarity and cohesion, integration of regional information, educational, cultural, economic, etc. spaces into a single Ukrainian space. The objective of this reform is to form a socially, economically, environmentally and spatially cohesive country — democratic, prosperous and decentralized Ukraine. An important aspect of the reform was another significant dimension highlighted in 2019 — humanocentrism. Effective human-centred multilevel governance should gradually become a powerful tool for management and improvement of interaction between public authorities at all levels for the benefit of a man and a citizen.

2. Localising the Sustainable Development Goals (UN SDG, Agenda 2030)⁹⁵ in strategic national/central-, regional- and local-level development documents may be a particularly important factor to improve the quality of these planning documents. This will contribute to the effectiveness of their implementation, including due to the availability of specific and socially significant guidelines for monitoring and implementation of relevant projects. According to the requirements of the Law of Ukraine “On the Principles of State Regional Policy”,⁹⁶ the work is currently (July 2020) in process to develop the State Strategy for Regional Development (SSRD) for the next period of 2021–2027. This year, the Cabinet of Ministers shall approve the Action Plan for 2021–2023 on the implementation of the SSRD-2027. It is advisable to localize SDGs in these documents on the basis of the parameters of the National Report⁹⁷ and in view of other relevant factors.

3. In 2018, Ukraine acceded to the Recommendation of the Organisation for Economic Co-operation and Development (OECD) Council on Effective Public Investment⁹⁸. Accession to the OECD Recommendation allows to and helps expand measures to reform the public investment management system; ensure its stability, transparency, efficiency, reduce the impact of corruption on the selection process, ensure the evaluation of the preparation and implementation of investment projects from budgetary funds (state and local budgets) or loans under state/municipal guarantees, respond to the challenges of projects implementation, and influence their efficiency at different levels of public administration (at the central, regional, and municipal — territorial communities — levels). Adherence to/implementation of the OECD principles on public investment⁹⁹ for different levels of governance (central level — oblast — municipality) has the potential to make a strong contribution to local and regional sustainable development. This may substantially increase the efficiency of expenditure from the State Regional Development Fund (SRDF) and local budgets, as well as budget programs, where the main spending units of budget funds are ministries and agencies.

4. The imperative of improving the planning system

Today, main challenges in the sphere of development planning in Ukraine are as follows:

- lack of political ideology (under the strategy or a national development concept) to set appropriate vectors for public sectoral policies;
- lack of the framework and common approaches to the planning of state (including sectoral) policies (there is no law on state strategic planning);
- non-strategic and ad hoc nature of the majority of planning documents, their inconsistency with the priorities of other strategic documents;

⁹⁵ [Sustainable Development Goals 2016 – 2030 — UN Mission in Ukraine](#)

⁹⁶ <https://zakon.rada.gov.ua/laws/show/156-19#Text>

⁹⁷ http://un.org.ua/images/SDGs_NationalReportUA_Web_1.pdf

⁹⁸ <https://www.me.gov.ua/News/Detail?lang=uk-UA&id=fd23a25-43f9-4e05-b63a-451075d32dbf&title=PredstavnikMinekonomrozvitkuZustrilisiaZKerivnikomDepartamentuZPitanKrainsvraziiOesrViliamomTompsonom>

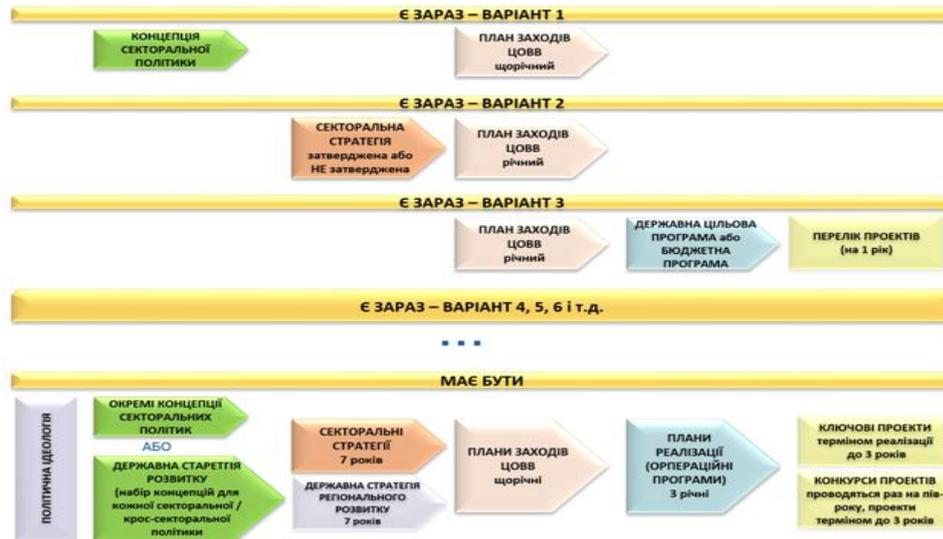
⁹⁹ <https://www.oecd.org/effective-public-investment-toolkit/theprinciples.htm>

- impractical nature of documents, which are a set of aspirations of different political actors rather than a clear combination of needs that are to be met in order to create opportunities for public policy/sector/region to realize their potential;
- lack of horizontal and vertical coordination of sectoral policies in practice;
- formal approach to formulation of measures and, again, formal reporting without estimation of end-point and the effect it had on development of the sector/particular region;
- lack of a clearly established financial base, non-binding nature of the allocation of agreed funds and lack of responsibility for underfunding by public authorities;
- legislative and regulatory field is unstable and unpredictable every year (especially budget legislation);
- lack of participation of non-governmental partners (private and public) or their nonconstructive position;
- low level of task performance and lack of tools to address this issue; and
- lack of a ‘document lifecycle’, in which changes are made as a result of necessity and practical needs.

5. Best experience and practices of planning regional development. There is no state development strategy in Ukraine and no vision of Ukraine’s place in the global coordinate system in 10–20 years. The lack of such a document, as well as a modern law of Ukraine on state strategic planning has a very negative impact on all the planning-related processes in public administration. The state development strategy/national strategic development plan shall serve as a guideline and a roadmap for any public sectoral policy, i.e. all public policy in different sectors/spheres. The strategy shall define the key goals and priorities of state policies, including sectoral ones, as well as the goals of state regional policy for the medium-term programming period. That period is 7 years in EU. It is very important that the country’s state development strategy clearly fixes the real (public) financial resources needed for the implementation of each of the country’s state/sectoral/intersectoral/regional policies for the medium term rather than for one year.

The objective is to streamline and simplify sectoral strategic and operational planning, particularly by linking sectoral goals and objectives to national goals. It is necessary to stop the practice of developing by ministries and agencies numerous strategies and programs that are largely disconnected from realities on the ground and financial resources needed for their actual implementation.

The effective and proposed architecture of development planning in Ukraine



| CURRENTLY AVAILABLE — OPTION 1 | | | | | |
|--|--|---|-------------------------|---|---|
| | concept of SECTORAL POLICY | | CEA ACTION PLAN annual | | |
| CURRENTLY AVAILABLE — OPTION 2 | | | | | |
| | | SECTORAL STRATEGY approved or NOT approved | CEA ACTION PLAN annual | | |
| CURRENTLY AVAILABLE — OPTION 3 | | | | | |
| | | | CEA ACTION PLAN annual | STATE TARGET PROGRAMME or BUDGET PROGRAMME | LIST OF PROJECTS (for 1 year) |
| CURRENTLY AVAILABLE — OPTIONS 4, 5, 6 etc. | | | | | |
| ... | | | | | |
| HAS TO BE | | | | | |
| POLITICAL IDEOLOGY | INDIVIDUAL CONCEPTS OF SECTORAL POLICIES | | | | |
| | OR | SECTOR STRATEGIES 7 years | | | KEY PROJECTS with execution periods up to 3 years |
| | STATE DEVELOPMENT STRATEGY (set of concepts for each sectoral / cross-sectoral policies) | STATE REGIONAL DEVELOPMENT STRATEGY 7 years | CEA ACTION PLANS annual | IMPLEMENTATION PLANS (OPERATIONAL PROGRAMMES) triennial | CALLS FOR PROPOSALS shall be carried out once every half year, projects with duration up to 3 years |

In the absence of the state development strategy of Ukraine, the process of reforming the regional state policy in current situation resembles the construction of the second floor of a building without a foundation and the first floor. The efforts of the Ministry for Communities and Territories Development to abandon ineffective practices of the past and impose order on the planning and implementation of state regional policy shall be best supported.

6. Best experience and practices of financing regional development The experience of regional development financing in the previous years has established stereotypes that only construction and infrastructure facilities (so-called firm investments) may be financed from the State Budget. Such approach was partially justified when regional development policy was based on an exogenous approach — policy development and funding exclusively from on high. Experience had shown that this approach failed. The annual increase in the number of newly constructed facilities does not lead to equalization of economic disparities in the development of regions and improvement of the quality of life in different regions.

Instead, a politically biased manual allocation of funds for regional development (including through a subvention for social and economic development of certain territories¹⁰⁰), erosion of the regional public authorities' influence on the list of funded facilities and strengthening political lobbying to receive funding and choose facilities for funding took place.

With the creation of the State Regional Development Fund and the reform of state regional policy in the new modern paradigm, regions have been able to realize their competitive advantages and opportunities based on projected volumes of state support for such development. Therefore, the implementation of 'integrated development projects' rather than the construction of small social infrastructure facilities plays an essential role. A capital aspect — construction, reconstruction or repair of a 'facility' may be part of a 'regional development project'. The evaluation of project effectiveness shall be carried out on the basis of the evaluation of project's impact on the achievement of development goals rather than on the basis of the implementation of allocated funds. At the same time, the role of regional public authorities and strategic regional planning documents shall increase dramatically. The State Regional Development Fund (Article 24-1 of the Budget Code) was established for the very purpose of projected financing of regional development. Unfortunately, the SRDF has not yet

¹⁰⁰ The Resolution of the Cabinet of Ministers No. 106 of 6 February 2012 (as amended by the Resolution of the Cabinet of Ministers No 160 of 19 February 2020 <https://zakon.rada.gov.ua/laws/show/160-2020-%D0%BF#Text>) regularised the issue of that subvention. The procedure for and conditions of allocation of the subvention from the state budget to the local budgets with the view of social and economic development of certain areas was regularised in line with the philosophy of a new paradigm in the SRP (state regional policy) and with implementation of the SPR as reflected in the Law of Ukraine "On the Principles of State Regional Policy" <https://zakon.rada.gov.ua/laws/show/156-19#Text>. In particular, the CEA logically became the main spending unit. The Ministry for Communities and Territories Development was responsible for the development and implementation of SRP. Criteria for allocation of the subvention were unified with criteria and norms for allocation of the SRDF (State Regional Development Fund) between oblasts. One of the important conditions for the provision of the subvention became its direction to projects, which provide for a comprehensive approach to addressing the problem including the implementation of a set of interrelated measures, i.e. integrated projects, which are still very few in the country. Availability of a critical number of integrated projects should be one of the important tasks at all levels of governance. It should be considered as one of the key factors of a qualitative leap in terms of the efficient use of budget funds for sustainable regional development.

become a tool for financing integrated regional development projects on the basis of planning documents like EU structural funds.

Types of projects funded by EU structural funds and the SRDF in Ukraine



| SPACE — hard infrastructure | | PEOPLE — soft infrastructure | | BUSINESS CAPACITY | | ADMINISTRATIVE CAPACITY | |
|-----------------------------|--------|------------------------------|--------|-------------------|--------|-------------------------|------|
| UKR | EU | UKR | EU | UKR | EU | UKR | EU |
| 95-99% | 50-70% | 1-5% | 10-20% | 0-1% | 20-30% | 0-1% | 3-5% |

Thematic areas of projects funded by EU structural funds

(thematic areas, which are

mainly funded from public money in Ukraine, are marked in red and blue)

| | | |
|--|---|--|
| ПІДТРИМКА БІЗНЕСУ | ЕЛЕКТРОННІ ПОСЛУГИ ТА ПРОГРАМИ ДЛЯ БІЗНЕСУ | УПРАВЛІННЯ СТРУКТУРНИМИ ФОНДАМИ ТА ВРЯДУВАННЯ |
| КОНСУЛЬТАЦІЙНІ ПОСЛУГИ БІЗНЕСУ | ІННОВАЦІЇ, ДОСЛІДЖЕННЯ І ТЕХНОЛОГІЧНИЙ РОЗВИТОК | СИСТЕМИ ОЦІНКИ РЕЗУЛЬТАТІВ ВРЯДУВАННЯ |
| ІННОВАЦІЙНИЙ ФІНАНСОВИЙ ВКЛУЧУВАННЯ | КЛАСТЕРИ ТА БІЗНЕС-МЕРЕЖІ | ВРЯДУВАННЯ |
| НОВІ БІЗНЕС-ПРОЦЕСИ | ПІДВИЩЕННЯ ОБІЗНАНОСТІ ЩОДО ІННОВАЦІЙ, ОСВІТА ТА НАВЧАННЯ | ІНТЕГРОВАНІ ПІДХОДИ |
| СТАРТАПІ, СПІНОФІ, ІНКУБАТОРИ | НАУКОВО-ДОСЛІДНА ДІЯЛЬНІСТЬ ТА ІНФРАСТРУКТУРА, НАУКОВІ ПАРКИ | УПРАВЛІННЯ ТА РОЗВИТОК СПРОМОЖНОСТІ |
| ЕНЕРГЕТИКА | СОЦІАЛЬНІ ІННОВАЦІЇ | ТЕРИТОРІАЛЬНИЙ ВИМІР РЕГІОНАЛЬНОГО РОЗВИТКУ |
| ЕНЕРГОЕФЕКТИВНІСТЬ | ТЕХНОЛОГІЧНІ ТА РИНКОВІ ІННОВАЦІЇ | РЕГІОНАЛЬНЕ СПІВРОБІТНИЦТВО |
| ВІДНОВЛЮВАЛЬНІ ДЖЕРЕЛА ЕНЕРГІЇ | ПЕРЕДАЧА ТЕХНОЛОГІЇ | ВІДАЛЕНІ, СІЛЬСЬКІ, ПРИБЕРЕЖНІ ТЕРИТОРІЇ ТА ОСТРОВИ |
| ТРАДИЦІЙНА ЕНЕРГЕТИКА | TRIPLE, QUADRUPLE HELIX APPROACH | МІСЬКІ ТЕРИТОРІЇ |
| НАВКОЛИШНЄ СЕРЕДОВИЩЕ | СОЦІАЛЬНА ІНТЕГРАЦІЯ, РОБОЧИ МІСЦЯ, ОСВІТА ТА НАВЧАННЯ | ТУРИЗМ І КУЛЬТУРА |
| Якість повітря | ОСВІТА ТА НАВЧАННЯ, НАВЧАННЯ ПРОТЯГОМ ЖИТТЯ | КУЛЬТУРА |
| ЗМІНА КЛІМАТУ І БІОРАЗНОМАНІТТЯ | ЗАЙНЯТІСТЬ І РИНОК ПРАЦІ | ТУРИЗМ |
| ЕКОЛОГІЧНІ ТЕХНОЛОГІЇ | РОЗШИРЕННЯ ПРАВ, МОЖЛИВОСТЕЙ ТА УЧАСТІ РІЗНИХ СОЦІАЛЬНИХ ГРУП | ТРАНСПОРТ |
| ЗАПОБІГАННЯ РИЗИКАМ | ОХОРОНА ЗДОРОВ'Я | АЕРОПОРТИ |
| УТИЛІЗАЦІЯ ТА ОЧИЩЕННЯ ВОДИ | ВКЛЮЧЕННЯ ЧЕРЕЗ СПОРТ І ФІЗИЧНУ ДІЯЛЬНІСТЬ | АВТОСТРАДИ, ДОРОГИ |
| ВОДОПОСТАЧАННЯ | СОЦІАЛЬНЕ ПІДПРИЄМНИЦТВО | МУЛЬТИМОДАЛЬНІ ПЕРЕВЕЗЕННЯ |
| ІНФОРМАЦІЙНЕ СУСПІЛЬСТВО | СОЦІАЛЬНА ІНТЕГРАЦІЯ, ЗАБЕЗПЕЧЕННЯ РІВНИХ МОЖЛИВОСТЕЙ | ПОРТИ |
| ДОСТУП ДО ІКТ, E-INCLUSION | СОЦІАЛЬНА ІНФРАСТРУКТУРА (ЦЕНТРИ ГРОМАД, СОЦІАЛЬНЕ ЖИТЛО, ДОГЛЯД ЗА ДІТЬМИ І Т.Д.) | ЗАЛІЗНИЦЯ |
| ЕЛЕКТРОННІ ПОСЛУГИ ТА ДОДАТКИ ДЛЯ ГРОМАДЯН | ВІДНОВЛЕННЯ МІСТ, РОБОТА ІЗ БІДНИМИ/ЗАНЕБАННИМИ КВАРТАЛАМИ | МІСЬКИЙ ТРАНСПОРТ |

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| BUSINESS SUPPORT | ELECTRONIC SERVICES AND PROGRAMMES FOR BUSINESS | STRUCTURAL FUNDS MANAGEMENT ANF GOVERNANCE |
| BUSINESS CONSULTING SERVICES | INNOVATIONS RESEARCH AND TECHNOLOGICAL DEVELOPMENT | SYSTEMS OF EVALUATION OF GOVERNANCE RESULTS |
| INNOVATIVE FINANCIAL ENGINEERING | CLUSTERS AND BUSINESS NETWORKS | GOVERNANCE |
| NEW BUSINESS PROCESSES | AWARENESS RAISING AS REGARDS INNOVATIONS, EDUCATION AND TRAINING | INTEGRATED APPROACHES |
| STARTUPS, SPINOFFS, INCUBATORS | SCIENTIFIC RESEARCH ACTIVITIES AND INFRASTRUCTURE, SCIENTIFIC PARKS | CAPACITY MANAGEMENT AND DEVELOPMENT |
| ENERGY | SOCIAL INNOVATIONS | TERRITORIAL DIMENSION OF REGIONAL DEVELOPMENT |
| ENERGY EFFICIENCY | TECHNOLOGICAL AND MARKET INNOVATIONS | REGIONAL COOPERATION |
| RENEWABLE ENERGY SOURCES | TECHNOLOGY TRANSFER | REMOTE, RURAL, COASTAL AREAS AND ISLANDS |
| TRADITIONAL ENERGY | TRIPLE, OUACPUPLE HELIX APPROACH | URBAN AREAS |
| ENVIRONMENT | SOCIAL INTEGRATION, JOBS, EDUCATION AND TRAINING | TOURISM AND CULTURE |
| QUALITY OF AIR | EDUCATION AND TRAINING LIFE-LONG LEARNING | CULTURE |
| CLIMATE CHANGE AND BIODIVERSITY | EMPLOYMENT AND LABOUR MARKET | TOURISM |
| ENVIRONMENTAL TECHNOLOGIES | EXPANSION OF RIGHTS, OPPORTUNITIES AND PARTICIPATION OF VARIOUS SOCIAL GROUPS | TRANSPORT |
| PREVENTION OF RISKS | HEALTH CARE | AIRPORTS |
| WATER DISPOSAL AND CLEANING | INCLUSION VIA SPORTS AND PHYSICAL ACTIVITIES | MOTOR HIGHWAYS, ROADS |
| WATER SUPPLY | COSIAL ENTREPRENEURSHIP | MULTI-MODAL CARRIAGE |
| INFORMATION SOCIETY | SOCIAL INTEGRATION ENSURING EQUAL OPPORTUNITIES | PORTS |
| ACCESS TO ICTs, E-INCLUSION | SOCIAL INFRASTRUCTURE (COMMUNITY CENTRES SOCIAL HOUSING, CHILD CARE ETC.) | RAILWAYS |
| ELECTRONIC SERVICES AND APPLICATIONS FOR PUBLIC | URBAN REDEVELOPMENT DEALING WITH POOR/NEGLECTED CITY BLOCKS | URBAN TRANSPORT |

7. In compliance with the Decree of the President of Ukraine No. 713 of 30 September 2019 “On urgent measures to ensure economic growth, stimulate regional development and prevent corruption”, ensure amendments to the Article 24-1 of the Budget Code of Ukraine providing for the size of the State Regional Development Fund (SRDF) amounting 1,5%

of the state budget revenues for the year before the planning one, with 1/3 thereof spent on achieving strategic goals at the national level and 2/3 thereof spent on the implementation of regional development strategies.



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| Strengthening of regional development institutions | Communication support of state regional policy | Strengthening of MCDT's capacity |
| Development of training programs on regional policy | | Support of the Inter-agency Coordination Commission for Regional Development. |

8. Improvement of inter-agency coordination and interaction in the context of the development and implementation of state regional policy. Intensify efforts and strengthen the capacity of the Inter-agency Coordination Commission for Regional Development.

Take steps to create in the system of approval of draft governmental acts, particularly sectoral strategies, concepts, state programmes, etc., a special mechanism for harmonizing the spatial component of these documents with the priorities of state regional policy set by the State Strategy for Regional Development for the relevant planning period.

9. Oblast authorities should pay more attention to the implementation of regional development strategies (RDSs), constantly monitor the implementation of projects envisaged in the medium-term implementation plans, initiate the development of new projects in accordance with the needs and trends of regional development. As of mid-2020, regional authorities' attitude towards RDSs remains largely formal, but RDSs have the potential to become real powerful management tools. This will be possible only with the proper attitude to this tool first of all on the part of oblast state administrations.

10. Provide support to horizontal exchange, networking and training platforms for management practitioners representing local executive authorities and local self-governing bodies; facilitate contacts with local public authorities of European Union countries.

11. Provide training on project cycle management, project planning, project proposal development, participation in international and Ukrainian project competitions (including within the State Regional Development Fund), implementation, monitoring and evaluation.

12. Support vocational education for employees of local and regional public authorities, including the improvement of training programmes for local economic development specialists, bachelors/masters of public administration. Strengthen the capacity to develop and deliver appropriate training and retraining programmes to meet the needs. So far, all training and retraining programmes have been developed and implemented solely on the basis of academic or corporate interests formulated by different ministries and other public institutions. Current needs of civil servants and other specialists involved in regional and local development processes are largely ignored and usually unknown. To address this issue, a comprehensive large-scale review of existing institutions, both public and private, providing training on regional/local economic development should be conducted. Under this review, an in-depth analysis of institutional management and programme development methodology should be conducted and detailed recommendations for their improvement should be prepared. Moreover, the content of existing training and retraining programmes offered by both formal and informal educational institutions, such as civil society organizations (CSOs) and donor organizations' programmes, should be analysed.

13. Initiate an international technical assistance project to create a national network on the principles of self-regulation and self-governance of regional/local economic development specialists. So far, several attempts have been made to establish professional or institutional networks for regional/local economic development, the most notable being the National Association of Regional Development Agencies and RegioNet. The project will cooperate with these and other stakeholders to identify the best options for creating a network taking into account the interests and resources of different local stakeholders.

14. Apply and analyse the effectiveness of OECD's ten guiding principles for effective decentralisation, which promote regional development.

15. Facilitation of the attraction of foreign direct investment (FDI) has not yet received sufficient support due to low institutional capacity. Therefore, it is necessary to consider institutional support for investment activities at the regional level. In compliance with the Decree of the President of Ukraine No. 713/2019 "On urgent measures to ensure economic growth, stimulate regional development and prevent corruption", efforts should be intensified to establish full-fledged professional regional institutions (regional development agencies), which will include units for attraction and support of investors. They may be entrusted with the work on creating investment products, promoting the investment potential of regions, attraction and support of investors.

Regional development agencies (RDAs) have been established in 19 oblasts. The key mission of RDAs is generalizing of 'collective interest' towards development of territories. RDA is an instrument of strategic management of regional development, catalyst of development of the 'soft' component of institutional capital of regions through engaging a wide range of stakeholders in the processes, namely government, large/medium-size and small businesses, academic society, civil society organizations.

Public authorities shall provide the newly created structure with all the means to succeed in regional development and investment attraction. Beside clear mandates, a well-structured and adequately supported agency requires a certain minimum of qualified personnel, tools, and marketing budget. It shall have strong linkages to public and private sectors. Establishing such an agency could be a decisive step towards attracting foreign investment in the region and facilitating the implementation of investment projects.