



United Nations Recovery and Peacebuilding Programme (UN RPP)

Report

on the Islands of Integrity[™] A-C Methodology implementation in Novopskov ATC, Luhansk Oblast



Report elaborated by Ana Vasilache Anticorruption Practitioner/UNDP Consultant

July 2019

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1. Introduction - Background

Recognizing the need to urgently address reconstruction, economic recovery and peacebuilding in areas affected by the conflict, Ukrainian Government requested technical assistance and financial support from the international community. Following this request, the United Nations (UN), the World Bank (WB) and the European Union (EU) conducted the Recovery and Peacebuilding Assessment (2014), endorsed by the Cabinet of Ministers (2015). Based on its findings, the **United Nations Recovery and Peacebuilding Programme (UN RPP)** was developed as a multi-donor funded framework programme.

The UN RPP is being implemented by four United Nations agencies: the United Nations Development Programme (UNDP), the UN Entity for Gender Equality and the Empowerment of Women (UN Women), the United Nations Population Fund (UNFPA) and the Food and Agriculture Organisation of the United Nations (FAO).

The Programme is supported by eleven international partners: the European Union, the European Investment Bank and the governments of Canada, Denmark, Japan, the Netherlands, Norway, Poland, Sweden, Switzerland and the UK.

In the UN RPP frame, a new project started in October 2018 funded by EU and coordinated by UN RPP, having as main goal to restore effective governance and promote reconciliation in the crisisaffected communities of Donetsk and Luhansk oblasts of Ukraine. In the frame of this project effective governance restoration was supported, among other activities, by treating and preventing corruption in the municipalities' public services, by enhancing integrity, transparency, accountability and efficiency through applying the Islands of Integrity[™] Anticorruption Methodology.

The Islands of Integrity[™] A-C Methodology has a successful history of implementation in 30 local governments in 11 countries in CEE/SEE - Albania, Bosnia and Herzegovina, Croatia, Georgia, Kosovo, Macedonia, Montenegro, Poland, Republic of Moldova, Romania and Serbia, as well as in Latin America (El Salvador, Guatemala, Honduras, and Nicaragua) and Africa (Nigeria).

It gained international recognition in 2011 through the UN Public Service Award¹ and is included in the Anticorruption Programmes of other prestigious international organisations, such as UNDP – IRH, Partners Global, the World Bank, Open Society Foundations, International Anticorruption Academy/IACA and The Hague Academy for Local Governance.

In 2015-2016, during the first stage of the project "Promoting integrity and anticorruption at the local level in the Eastern Partnership Area" funded by RO-AID² and implemented by UNDP IRH/UNDP Country Offices, Anticorruption Practitioners from Georgia, Moldova and Ukraine were trained by Tutors/UNDP IRH consultants, Ana Vasilache and Olivia Baciu, in the Islands of Integrity™ A-C Methodology. They learned how to work collaboratively with local governments in their countries and support them diagnose the organisations vulnerability to corruption and elaborate solutions/strategies.

In 2017-2018, during the project next two phases, the A-C Practitioners, coached by Tutors, worked with selected municipalities in Georgia (Kutaisi) and Republic of Moldova (Straseni), to support them elaborate anticorruption strategic plans, action plans, monitoring and evaluation plans. Small grants were provided for the priority actions/projects implementation.

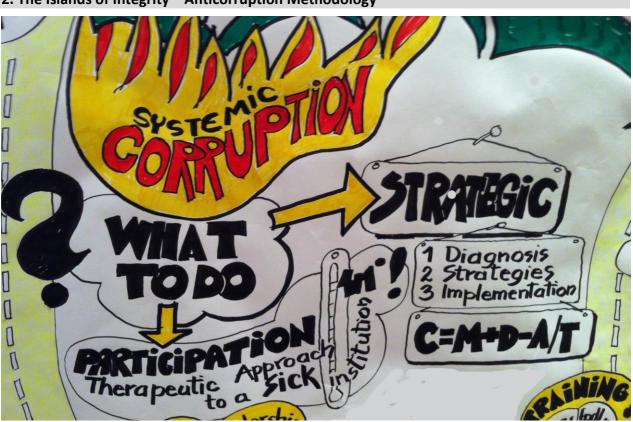
In the period January–July 2019, the amalgamated territorial community (ATC) of Novopskov (Luhansk Oblast, Ukraine), selected in the UN RPP frame, was the pilot community where the

¹ <u>http://www.unpan.org/DPADM/UNPSDayAwards/UNPublicServiceAwards/tabid/1522/language/en-US/Default.aspx</u>

² RO-AID is the International Development Programme coordinated by Romanian Ministry of Foreign Affairs

Islands of Integrity[™] Anticorruption Methodology was applied with the support of the Anticorruption Practitioner, Oleksii Soldatenko, mentored by Ana Vasilache/UN RPP Consultant.

The present Report describes the Islands of Integrity[™] A-C Methodology and its application process and results in Novopskov ATC.



2. The Islands of Integrity[™] Anticorruption Methodology

The Islands of Integrity[™] A-C Methodology was developed by Ronald MacLean Abaroa, former Mayor of La Paz (Bolivia), and Ana Vasilache (Romania)³, based on the theoretical frame of Professor Robert Klitgaard, in order to replicate the successful anticorruption experience.

Mayor Ronald MacLean Abaroa started his mandate in the context of Bolivia's worst economic crisis ever, where corruption was everywhere, and public authority and public services were collapsing. Within the first two years of his administration, he successfully restored and improved the municipal government services, multiplied city revenues, increased investments in public works tenfold while regaining the city's international creditworthiness. Last but not least, Ronald MacLean Abaroa was democratically voted back to office four times.

Photo: Ana Vasilache

³ Ana Vasilache, Founding President of FPDL – Partners Foundation for Local Development, established this Romanian NGO in 1994 together with a group of experts in urban planning, public administration and organisational/community development. FPDL mission was to enhance the democratic processes of governance and to support civil society development, in Romania and worldwide, through capacity building activities. FPDL conducted the Regional Programme "Working Together" and succeeded to build a network of "change agents" trainers/facilitators from more than 50 countries and 4 continents, involved in the public administration reform in their countries. Ana Vasilache received Habitat Scroll of Honor 2000 for her dedication in improving urban governance in Romania and CEE. Since 2004 Ana Vasilache is collaborating closely with Ronald MacLean Abaroa to address corruption in CEE/SEE local governments. In November 2016, FPDL merged through absorption with Foundation ADV "Alaturi de Voi" (Close to You) Romania.

He created in La Paz a *pocket of effectiveness*, defined by researchers as being a public organisation that provides effectively public goods and services in a bad governance environment. Researchers identified also how these pockets of effectiveness happen: through problems identification, engagement with multiple stakeholders, step-by-step experimentation and political acceptance. The process applied in La Paz and assimilated into the Anticorruption Methodology has similar features, aiming to create *islands of integrity* in a sea of mismanaged public administration.

Two main common underlying assumptions are guiding La Paz experience and the A-C Methodology:

(1) Most people are basically honest

Most people would prefer to behave honestly, if given the opportunity to prosper within the realm of the law. Except for the very corrupt who rides the system for his private gain, there are many public officials, businesspersons, professionals, civil society activists and citizens willing to confront corruption, and to engage through collective actions in positive changes, if given the opportunity.

(2) Corruption is a symptom of organisational systems malfunctioning

Corruption, like fever, is a symptom of an underlying illness of a dysfunctional organisation. The illness cannot be treated and cured (only) by combating its symptom. The "War on corruption" approach has focused mainly on the symptom, and has proved to be ineffective, expensive and with harmful side-effects. This is also the lesson learned in La Paz: anticorruption strategies should focus on changing the context in which individuals work, not as most strategies have done and failed, by insisting on scaring individuals through controls, criminal punishments, and ethic codes, or moralistic pressures, mainly.

People are tempted to engage in corruption when the context allows them to gain (much) more than they would lose if caught, when the probability of being caught is low, and even if caught, the penalties are mild and not always enforced. Corrupt benefits will increase when people garner them as a function of their degree of monopoly (M) over a service or activity, their discretion (D) in deciding who should get how much, and the degree to which their activities are transparent (T) and accountable (A). Professor Robert Klitgaard famous formula defines the context that breeds corruption: C=M+D-A/T.

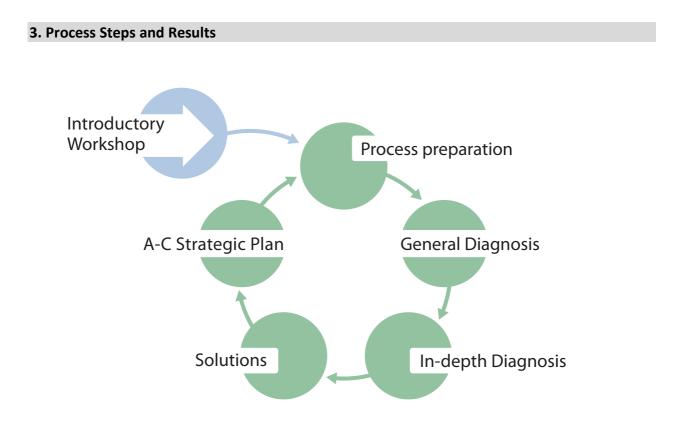
To limit the opportunities and temptations for corrupt behavior, the anticorruption strategies should change the institutional context by focusing on making the prospective losses bigger than the corrupt gains, by increasing the probability of being caught and punished, eliminating monopoly power when possible, limiting discretion in decision making, and enhancing accountability/transparency.

The A-C Methodology proposes to public leaders and managers, who want to transform their organisations into "islands of integrity", to act more as institutional reformers rather than judges or prosecutors, by undergoing through a participatory and strategic reform process, similar to the one applied in La Paz:

Participatory process: the process involves those who are part of the problem, into the elaboration and implementation of solutions. As in good therapy, the results of self-diagnosis and self-prescription are remarkable: a deeper, shared understanding on how the organisation functions and the corrupt systems work in place, as well as a treatment plan for curing and prevention that no outside intervention could ever achieve. Through this process, people connect to each other as human beings with real concerns and issues, discussions focus on what they can

do, and not on what others need to do for them, therefore, trust and commitment are created by bringing the planned changes into existence.

Strategic process: the process follows the three-step logical path from diagnosis to solutions, and implementation. The most dangerous and harmful forms of corruption are strategically identified, analyzed, treated and cured, applying the anticorruption conceptual frameworks.



In the period January-July 2019, supported by the A-C Practitioner/UN RPP Consultant, Oleksii Soldatenko, mentored by Ana Vasilache/UN RPP Consultant, Novopskov ATC leaders, managers and staff went together through the following process steps:

3.1 Introductory Workshop: to better understand UN RPP Project and Islands of Integrity[™] A-C Methodology concepts (January 2019)

3.2 Process preparation: to agree on the work-plan and to establish the project Guiding Coalition (February 2019)

3.3 General Diagnosis: to identify local government most vulnerable to corruption activities and services (March 2019)

3.4 In-depth Diagnosis: to select the 3-4 most vulnerable priority services/activities and analyze them through processes, conducted inside and outside the local government, to identify the vulnerability causes (April 2019)

3.5 Solutions: Working Groups were formed to elaborate solutions to address vulnerability causes enhancing the integrity, accountability, transparency and quality of services and activities, in order to gain citizens trust and respect. (May 2019)

3.6 Anticorruption Strategic Plan/Action Plan: to finalize the A-C strategic plan and implementation action plan (June 2019)

3.1 Introductory Workshop



Photo: UNDP Ukraine / Vitalii Shevelev

In the period January 23-24, 2019, the Introductory Workshop was held for the personnel of local administration, entrepreneurs, journalists and CSO representatives of Novopskov ATC, Luhansk Oblast.

Participants increased their understanding and knowledge about:

- UN RPP aimed at building integrity systems at local level
- What is and what is not Corruption, What it is Integrity
- Why is important to prevent corruption and what are the guiding values and principles
- What people think about fighting corruption what are the main excuses for not doing anything?
- La Paz successful case in curbing corruption and Islands of Integrity[™] the strategic and participatory anticorruption methodology
- Kutaisi/Georgia and Straseni/Moldova local governments' successful cases
- How to identify in Novopskov local government activities and public services vulnerable to corruption and causes that breed corruption
- Project next steps

Ana Vasilache/UNDP IRH Consultant designed the Introductory Workshop Agenda, Olivia Baciu/UNDP IRH Consultant together with Oleksii and Iryna Soldatenko/UN RPP Consultants, facilitated the workshop.

3.2 Process Preparation

On February 25, 2019, the Executive Committee of Novopskov amalgamated community confirmed the members of the Guiding Coalition, responsible to support the mayor implement the *Islands of Integrity* pilot project in the amalgamated territorial community of Novopskov, Luhansk Oblast. A work plan was developed and agreed between community and UN RPP, including the project steps and main responsibilities.

3.3 General Diagnosis

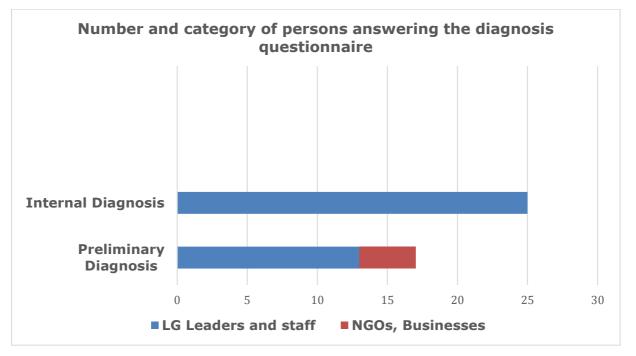
The activity or the service is vulnerable to corruption when there is Monopoly in its delivery, when is Discretion in the decision-making process and when Transparency/Accountability are missing. The respondents were asked to assess individually, by completing a questionnaire, the levels of communities' activities and services Monopoly, Discretion and Transparency/Accountability, from 1 to 5 (1=very low level to 5=very high level).

After applying the formula C=M+D-A/T, the average results of all participants evaluations were aggregated as follows:

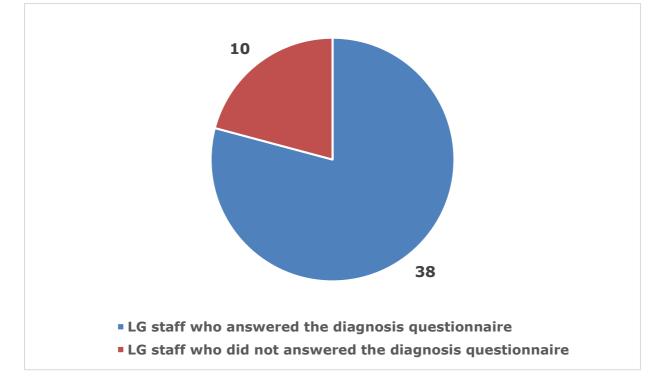


During the Introductory Workshop a list of 13 Novopskov communities' services/activities was elaborated and evaluated from the vulnerability to corruption point of view:

- 1. Appointment of heads of communal enterprises
- 2. Communal property right of disposal
- 3. Lease of communal land
- 4. Human Resources Management
- 5. Social services/subsidies
- 6. Issuance of certificates / acts
- 7. Roads infrastructure
- 8. Issuance of land use permits
- 9. Welfare assistance Programme
- 10. Budget
- 11. Defining taxes rates
- 12. Procurement
- 13. Budget of participation

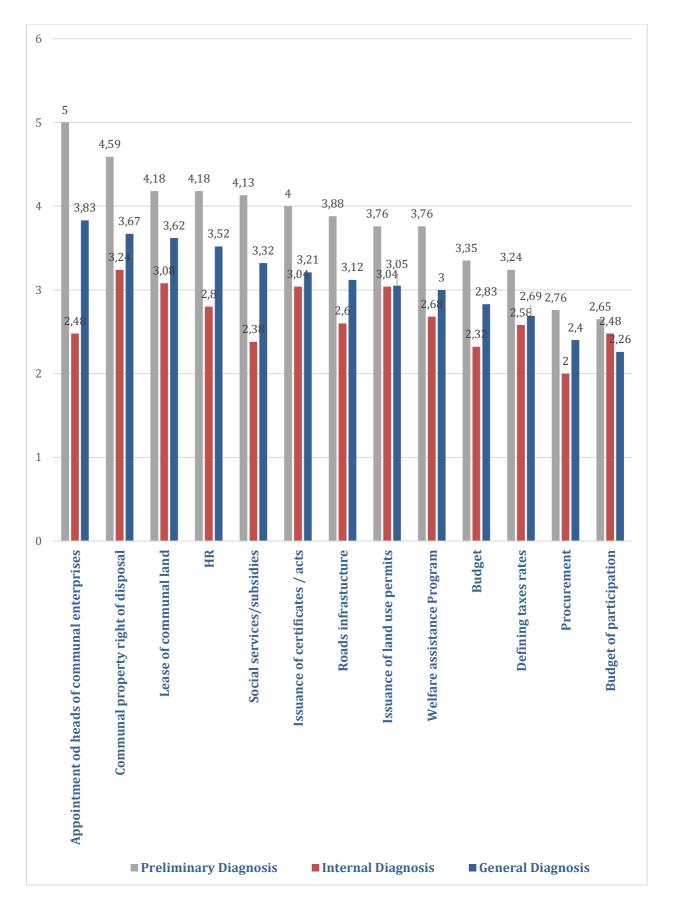


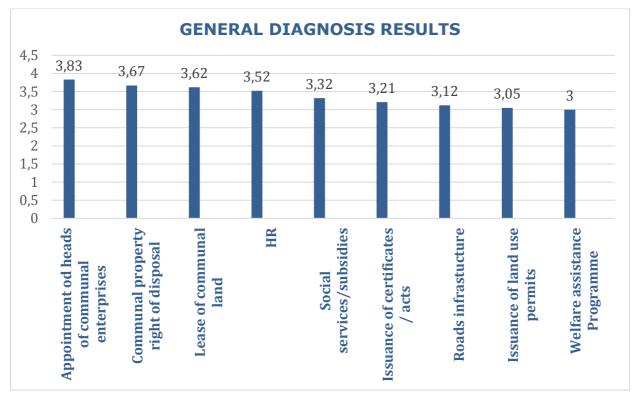
17 participants in the Introductory Workshop (Preliminary Diagnosis) completed the diagnosis questionnaire, evaluating each activity/service vulnerability to corruption, by assessing their levels of monopoly, discretion in decision making and accountability/transparency. From the 17 participants, 4 were working for other organisations than the municipality. After the Introductory Workshop, a similar questionnaire was completed during the General Diagnosis/Internal Diagnosis process by other 25 municipality managers and staff, who evaluated the same 13 services/activities. The consultant proposed to take into account the results of all 42 respondents' evaluation, which he thought are relevant. They represented the perceptions of 38 persons working for the municipality and 4 persons working outside the municipality (participating in the Introductory Workshop).



The respondents working for the municipality represented 79% from the total number of employees who participated in the diagnosis process. (38 from the total of 48 employees)

The A-C Practitioner made an average of the two groups' (42 respondents) perceptions. The chart below shows the results of the three evaluations, the diagnosis done in the Introductory Workshop (preliminary diagnosis), the staff diagnosis (internal diagnosis) done after the Introductory Workshop and the combination of the two, for each activity/service.





9 activities/services were identified as vulnerable to corruption:

3.4 In-depth diagnosis

In May 2019 the in-Depth Diagnosis process was implemented, having 2 components:

1) In-depth Diagnosis of activities/services during which managers/staff analyzed the most vulnerable to corruption activities/services and identified the causes of the vulnerability

2) A sociological survey conducted among local community members to identify their perceptions about the level of transparency and openness of local government activities

During the In-depth Diagnosis Workshop after the presentation of the General Diagnosis results, through which the most vulnerable to corruption activities were identified, the members of the Guiding Coalition - 12 employees of the Village Council, selected the three activities/services on which to further focus the analysis.

In the selection process they considered which activities, if improved, would be most beneficial for the majority of the amalgamated territorial community members. They selected:

- 1. Disposal of communal property (9 votes out of 12)
- 2. Road maintenance (8 votes out of 12)
- 3. Issuing certificates and statements (7 votes out of 12)

With these three key services/activities selected, participants organized in three working groups broke them down into sub-activities, in order to make the in-depth diagnosis more specific:

1. Disposal of communal property:

- Unit of property assessment
- Call for applications
- Receiving the documents
- Selection process
- Preparing a tentative decision

- Conferring the tentative decision with the Anti-Monopoly Committee
- Passing a resolution at the session
- Making the contract

2. Road maintenance

• Road inventory, compiling a statement of defects, preparing design and engineering documentation and evaluating/assigning the budget

- Running a tender, making a contract, payments transfer
- Ensuring quality control during execution and warranty period

3. Issuing certificates

- Filing an application request
- Doing a fact-check
- Processing the application
- Issuing the certificate

Guiding Coalition members completed individually the questionnaires, through which they analyzed

- What possible acts of corruption could occur at each of the sub-activities?
- Who may benefit from these acts?
- Who may be harmed?
- What are the possible causes for such acts to happen?

3.5 Solutions elaboration

In the period 13-14 May, 2019 a workshop was held during which the three working groups members discussed and generated solutions that would address the identified vulnerability to corruption causes by enhancing the level of integrity, accountability and transparency of the selected services/activities.

The proposed solutions were integrated in the Anticorruption Strategic and Action Plan.

3.6 Anticorruption Strategic Plan/Action Plan

The aim of the A-C strategic plan is to prevent corruption and create a unified anticorruption policy that would strengthen public trust by empowering civil society and creating transparency and accountability that are central to good governance.

The Guiding Coalition members agreed that the anticorruption policy will rely on the following principles:

• Transparency – all the steps taken by the local government, at the planning and implementation stages, will be presented to both, members of local government (transparent internal communication) and of the community (transparent external communication).

• Accountability – each individual involved in resources allocation or service rendering understand and accept the responsibility envisaged by the action plan upon the agreed conditions.

• Cooperation – all stakeholders will be consulted, by organizing joint meetings, establishing working groups and partnerships, in order to assure that whole community is benefitting from the strategies implementation.

• Effectiveness – all planned actions will be carried out with the use of methods that give best results in the frame of given resources and efforts invested.

• Inclusiveness – all interested community groups will be able to get access to information and participate in development and implementation of activities.

• Integrity — keeping the promises and behaving with honesty in performing their duties and in the management of public resources.

Priority Activities/Services in Novopskov Anticorruption Strategy

Disposal of Communal Property

Vision: to create an accessible and transparent information system about the register of communal property units and their lease with fair competition and effective control over the use of the register.

Expected outputs

1. To make an inventory of communal property and create an electronic register of communal property units.

2. To make public the register and lease competition conditions for communal property.

3. To develop and introduce a programme for citizen engagement in communal property leasing.

4. To develop and introduce a system of control over the use of leased communal property units.

Road Maintenance

Vision: effective road maintenance system with the use of innovative methods for inventorying and monitoring.

Expected outputs:

- 1. To develop and introduce an innovative e-system for road inventorying and monitoring.
- 2. To develop and introduce an e-system of indicators for road repair prioritization.

3. To establish a "road fund" – a budget for road maintenance based on transparent information of citizens about the use of funds.

Issuing Certificates

Vision: an e-service for receiving qualified services with electronic document workflow, an opportunity of distant access and steady feedback on the quality of the rendered services.

Expected outputs:

1. To purchase the corresponding software and to create a register of citizens

2. To design and implement an e-service equipped with an option of distant certificate issuing.

- 3. To develop a protection system for the electronic database.
- 4. To raise the qualification level of personnel.
- 5. To introduce the system of electronic document workflow.

6. To design and introduce the system of access to the databases of social and communal services.

7. To develop and implement a system for servicing social groups with low mobility.

8. To develop and implement a system of ongoing monitoring of the quality of rendered services.

Action Plan 2019 -2021 Anticorruption strategy implementation in Novopskov ATC of Luhansk Oblast

Dispo	Disposal of communal property					
No	Action	Period	Responsible unit	Partners/Funding source	Expected output	
1.	Develop a standing order for communal property use	4 th quarter 2019	Housing and Public Utility Department, Law Department	Municipal budget, civil society organisations	Standing Order for Communal Property Use has been created.	
2.	Take an inventory of communal property	2 nd quarter 2020	Housing and Public Utility Department, Land Department, the Accountant's Office	Municipal budget	The number of communal property units and their technical state identified	
3.	Create Register of Communal Property Units	4 th quarter 2020	the Accountant's Office, IT officer	Municipal budget, donors	The Register has been put up on the web site of the municipality	
4.	Design and hold an information campaign (presentations, special events) about property units and communal property lease conditions	1 st quarter 2021	PR officer	Municipal budget, civil society organisations, activists	The number of communal property lessees has increased	
5.	Design and implement a subsidized programme for communal property lease	2 nd quarter 2021	The Economics Department	Municipal budget	The programme for subsidized communal property lease has been created and approved at a session of the Village Council.	
5.	Establish a monitoring system for leased communal property	As per individually approved schedule	Housing and Public Utility Department	Municipal budget, civil society organisations, activists	The number of communal property units where conditions improved after the unit has been leased has grown	

Road	Road maintenance					
No	Action	Period	Responsible unit	Partners/Funding source	Expected output	
1.	Appoint focal points for road inventorying	3 rd quarter 2019	Head of the Village Council, Inventorying Commission, established by order of the head of the Village Council		There is an order on focal points appointment	
2.	Develop a technical inventorying (passportization) plan for community roads	3 rd quarter 2019	Deputy Village Head, Housing and Public Utility Department		The plan has been developed and approved by the Executive Committee.	

3.	Introduce a minimum allocation for road maintenance to the Development Strategy for Novopskov amalgamated territorial community.	3 rd – 4 th quarters 2019	Strategic Planning Commission	Village Council elected officials	The minimum allocation has been introduced.
4.	Develop a system of indicators (formulas, algorithms) prioritizing road repair	3 rd – 4 th quarters 2019	Housing and Public Utility Department, Village Council	Donors (expert assistance)	The system of indicators has been introduced and validated by the Village Hall.
5.	Run the technical inventorying (passportization) of community roads	3 rd quarter 2019– 2 nd quarter 2020	Deputy Village Head, Head of the Inventorying Commission	Technical Inventory Bureau/ municipal budget	Communal roads register has been developed; technical passports are ready.
6.	Make up a Development Strategy for communal community roads	3 rd – 4 th quarters 2020	Deputy Village Head, Housing and Public Utility Department	Civil society organisations, experts, donors	The Strategy has been established and validated by the Village Hall.
7.	Monitor the condition of roads applying innovative methods	Permanent	Deputy Village Head, Housing and Public Utility Department	Local residents, Village Council elected officials, civil society organisations	The lists of defects have been compiled.

Issuir	Issuing certificates						
No	Action	Period	Responsible unit	Partners/Funding source	Expected output		
1.	Develop, validate and implement the Procedure for Certificate Issuing	4 th quarter 2019	Centre for the Delivery of Administrative Services (CDAS) Head, a lawyer		The Procedure has been developed, validated and introduced.		
2.	Develop, validate and introduce the Procedure for Mobile Kit Service Rendering	4 th quarter 2019	CDAS Head	Village Council	The Procedure has been developed, validated and introduced.		
3.	Purchase software for creating a register of community residents	1 st quarter 2020	CDAS Head, IT - officer, professionals of the local state administration	donors/ Village Council	The Register of Community Residents has been created.		
4.	Purchase software for introducing electronic document workflow and certificate issuing	1 st quarter 2020	CDAS Head, IT - officer	donors/ Village Council	Acting electronic document workflow and certificate issuing		
5.	Develop and introduce an information campaign about an opportunity and	1 st – 2 nd quarters 2020	CDAS Head	Municipal budget, media,	The number of certificates issued via the electronic service has grown.		

	procedure for distance certificate			civil society	
	issuing			organisations	
6.	Develop and introduce an electronic	2 nd quarter 2020	CDAS Head,	Village Council	The system has been introduced.
	feedback system for quality		IT - officer		
	assessment of the received services				
7.	Create a training schedule for the	Annually	CDAS Head, the Department	donors	The training schedule has been developed,
	personnel of CDAS and social services		for Social Protection		not less than 20 members of staff trained, the
					level of positive feedback among CDAS
					visitors has increased.

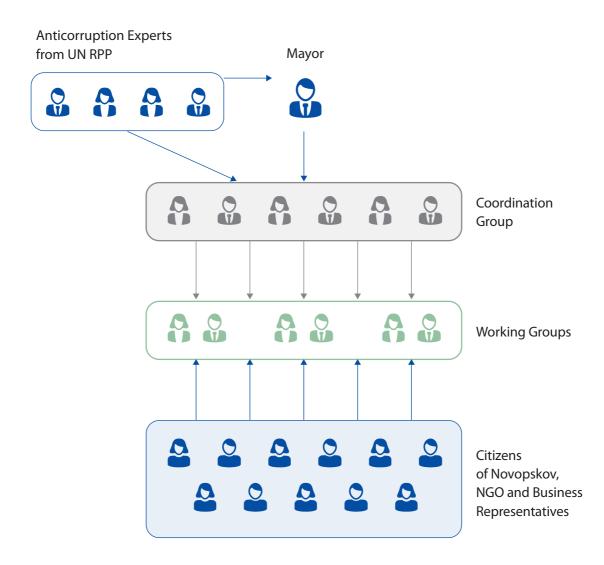
Public Discussion: on 19 June 2019 the Anticorruption Strategic Plan/Action Plan was presented to the chiefs, managers and other staff of Novopskov ATC and to the representatives of civil society organisations of Novopskov amalgamated territorial community. The Anticorruption Strategic Plan/Action Plan was passed on to the community Head for his formal approval.

4. Conclusions and Recommendations

The Islands of Integrity[™] A-C Methodology implementation raised a great interest among the representatives of local authorities in Novopskov amalgamated territorial community. The Village Head/Mayor supported the process and actively participated in person in many events.

All those involved participated with great interest in the analysis of the vulnerability to corruption causes of their local government activities, as well as, being members of the working groups, in developing the Anticorruption Strategy and Action Plan 2019-2021.

Here are the actors involved:



The following actions are recommended for continuing in Ukraine the anticorruption efforts at local level through the dissemination and application of Islands of Integrity[™] Anticorruption Methodology:

Continue to support Novopskov ATC

• The A-C Practitioner can further support the Novopskov Council team to analyze develop solutions for other areas of activity and to operationalize their action plan, by elaborating a detailed monitoring and evaluation plan (the methodology used in Kutaisi/Georgia and Straseni/Moldova);

• UN RPP can offer small grants to implement 1-2 actions/projects from the action plan, which should be selected by Novopskov mayor and his team, based on two criteria (1) the grant size (2) the action which is a "low hanging fruit" that shows to citizens that the mayor and the council are serious in their effort to increase local public authority transparency/accountability and the quality of provided services/activities.

Expand the A-C Methodology Islands of Integrity™ application in other local governments in Ukraine

• Increase the number of Ukrainian anticorruption practitioners able to apply the A-C Methodology through offering to a number of carefully selected Ukrainian experts the opportunity to attend the capacity building programme - the Anticorruption Training (ACT[™]), which has two main learning components: Knowledge Building and Skills Building;

• Raise awareness of mayors and public managers about the new, innovative, strategic and participatory approach to address/prevent corruption implied by the Islands of Integrity™ A-C Methodology. Emphasize the advantages of this approach and disseminate results obtained in Ukraine and other countries from the region;

• Select the mayors/local governments willing to diagnose their organisations vulnerability to corruption and find solutions to address or prevent the effects of this vulnerability, by improving their organisations functioning;

• Select the best trained Anticorruption Practitioners and support them work with the selected mayors/local governments.

Support Mayors and Anticorruption Practitioners network in Ukraine and wider region in order to exchange ideas/experience

• Organize f2f meetings of Mayors and/or A-C Practitioners, from Ukraine and wider region, to exchange information, experience and ways to improve the anticorruption efforts;

• Offer other opportunities through online platforms to network, learn from each other and support the anticorruption efforts;

• Internal communications in the local government to be improved to familiarize the staff with the work procedures of other structural units.