

# Implementing the 2030 Sustainable Development Goals in Ukraine: analysis of government strategies and public policy

S U M M A R Y



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On 25 September 2015, 193 United Nations (UN) Member States adopted the 17 Sustainable Development Goals (SDGs) during the Sustainable Development Summit in New York. A range of factors play a major role in the adaptation of the global SDGs to the national context. For instance, the Government of Ukraine must incorporate the SDGs into Government Strategic Policy Papers (GSPPs) to the greatest extent possible and ensure their implementation. All sectors – i.e. public, private and civil – must be involved in the process, since the SDGs are comprehensive, covering environmental, economic and social areas, and in accordance with the principle of 'leaving no one behind'.

With the engagement of the wider public and foreign partners, the government prepared the national report "Sustainable Development Goals: Ukraine", which showed how global goals and targets were adapted to the Ukrainian context and the country's specific needs. This inclusive process, with the extensive dissemination of SDG-related information, aims to unite society to address crucial challenges. This should ensure the best performance in terms of achieving the goals.

The next important phases of the process are to identify gaps in Ukrainian policy documents with regard to SDGs, highlight risks and detect systemic obstacles to meeting Ukraine's goals. The present study aims to look at precisely these factors. It is based on UN methodology<sup>1</sup> and the experience of the countries that have already undertaken this phase (Albania, Armenia, Bhutan, Kazakhstan, Tajikistan etc.), as well as on the personal contributions of researchers to the methodology based on the Ukrainian context.



The report includes comments and recommendations regarding the measures required to improve the incorporation of the SDGs adapted for Ukraine into government policies, as well as proposals for the United Nations Development Programme (UNDP) and other international partners supporting the implementation of reform in Ukraine. This work was supported by UNDP in Ukraine and the Global Environment Fund (GEF).

The thoughts, conclusions and recommendations expressed in this publication belong to the authors and compilers of this report and do not necessarily reflect the views of the UNDP or the GEF.



The complete version of the report on RIA analysis is available at the website of the Institute for Social and Economic Research: [iser.org.ua](http://iser.org.ua)

<sup>1</sup> The screening methodology is based on recommendations from the analytical study 'Rapid Integrated Assessment (RIA) to facilitate mainstreaming of SDGs into national and local plans, Version of 20 April 2016'.

# OBJECTIVES AND METHODOLOGY

This report presents the findings of a study of key Ukrainian GSPPs. It establishes the areas of development of the country which are relevant to the 2030 Agenda and SDGs. It seeks to analyse to what extent the SDGs adapted for the Ukrainian context have been integrated into the policies, at both national and sectoral levels.

## Objectives of the analysis:

- Identify SDG-related gaps in government policies
- Identify targets to be prioritized in a number of areas
- Identify areas (programmes) impacting a number of SDGs
- Identify limitations and risks that will impede attainment of the SDGs
- Provide recommendations to the government: measures to be introduced to improve incorporation of the SDGs in government policy.

The study included the analysis of a wide range of GSPPs. They were selected according to the following criteria: type of document (strategy, programme, concept, plan, agreement); the level of GSPP (national, intra-sectoral or sectoral); validity of the document (existing programme or draft document awaiting adoption; published in official sources); time-frame (medium and long term); measurability of goals (the programme must include goal and target indicators or an implementation plan); and coverage of SDG-related areas (see Figure 1).

Based on these criteria, 35 GSPPs, including medium-term plans and targets, as well as performance indicators were selected and analysed. The Sustainable Development Strategy ‘Ukraine 2020’, adopted by the President of Ukraine in 2015, was also included. It takes into account the structure and priorities of the SDGs, providing for the implementation of 62 reforms and programmes for state development. The study includes an additional express analysis of the Association Agreement between the European Union and Ukraine and the state budget for 2017, the latter being the main integration and state financial document, thus significantly impacting implementation of the SDGs.

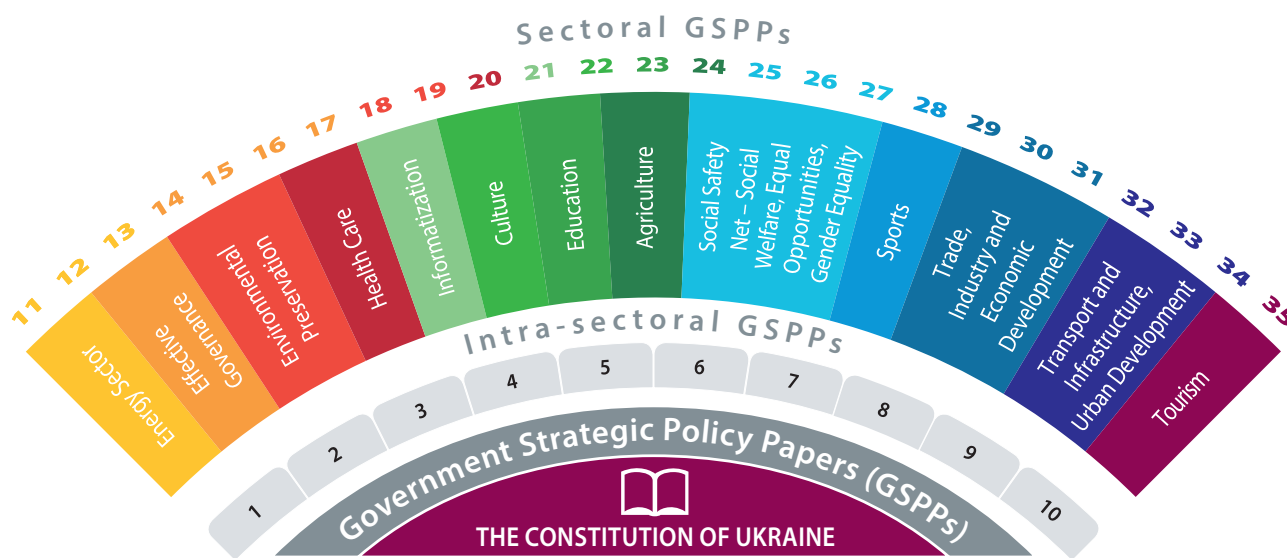


Figure 1. The selected GSPPs

**Figure 2.** Comprehensive SDG evaluation profile



**Figure 3.** The number of SDG targets prioritized in the GSPPs

SDG targets have not been sufficiently included in the relevant GSPPs – for example, SDG1 “End poverty” and SDG5 “Gender equality”.

SDG1 is multisectoral, since it implies both creating the economic environment that would keep the population out of the risk zone (including incentivizing new jobs through government policies, curbing the 'off-the-books' labour market, increasing labour productivity) and the introduction of efficient welfare programmes. Regarding SDG5, it is worth noting that ensuring equal pay and increasing women's economic activity might drive economic growth,<sup>2</sup> whereas global gender equality is conducive to the review of life goals and cultural

<sup>2</sup> According to UN data, bridging the employment gender gap might lead to an additional increase in world gross domestic product (GDP) of USD12 billion by 2025 (Secretary-General's written message on International Women's Day, <https://www.un.org/sg/ru/content/sg/statement/2017-03-08/secretary-generals-written-message-international-women%E2%80%99s-day>).

values and would impact population health levels.<sup>3</sup> However, the smallest number of the GSPPs address the attainment of precisely these goals.

SDG11 must be noted too. It concentrates the majority of its goals on the regional and local levels and is thus mentioned in the majority of the strategic documents. Nevertheless, it contains no quantitative indicators that must be evident in the relevant territorial strategies and programmes.

It is important to note that the quantitative analysis itself cannot clearly identify the extent to which

<sup>3</sup> A team of French, Norwegian and US researchers looking at negative consequences of gender inequality on women's health found that women living in countries with a greater level of gender equality perform better in cognitive ability tests than women from societies with a low level of gender equality (As You Sow, So Shall You Reap: Gender-Role Attitudes and Late-Life Cognition, Psychological Science, 2017, [www.sciencedaily.com/releases/2017/07/170731095403.htm](http://www.sciencedaily.com/releases/2017/07/170731095403.htm)).

the targets and indicators correspond to those identified in the GSPPs, because they are of different scale and scope in the GSPPs. Moreover, the target date set in most of the current GSPPs is 2020. Some of the GSPPs do not have performance indicators, timelines, target dates or indicators.

**Additional qualitative analysis** (see Figure 4) was carried out by key experts to determine more accurately the extent to which the SDGs are integrated in the Ukrainian GSPPs. Data arrays were evaluated against four main criteria: a) the availability of an implementation plan for the GSPP; b) the availability of agreed target indicators and target dates; c) the scale of the programmes; d) and the extent to which the programme targets meet the SDG targets. The findings of the experts' analysis show that, overall, **approximately only 60 percent of the SDG targets are incorporated in the current GSPPs.**

The key element which accounts for the decrease in the overall score for incorporation of the SDGs in GSPPs is **'availability of an implementation plan'**: the absence of such plans implies that the probability of the respective GSPPs being implemented is rather low. For instance, the GSPPs incorporating SDGs 3, 6, 11 and 14 have no clear, officially adopted implementation plans. For example, the Action Plan for the Sustainable Development Strategy for

Ukraine until 2020 was developed only for 2015, whereas the Strategy for the National Security of Ukraine and the Strategy for the Development of the Information Society in Ukraine do not have any implementation plans.

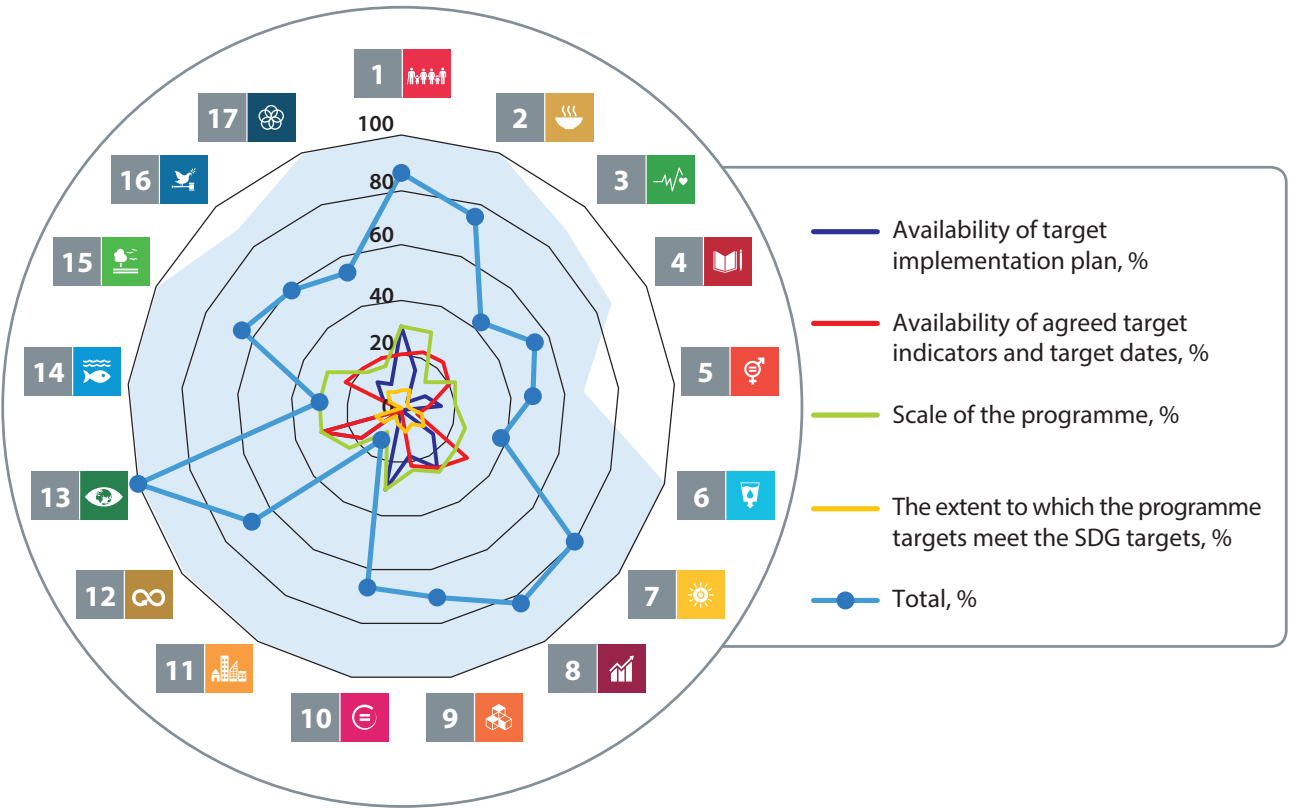
Another criterion, **'availability of agreed target indicators and deadlines'**, also demonstrates that the overwhelming number of targets have no indicators or relevant deadlines. Specifically, the GSPPs targets related to SDGs 10, 11 and 14 have no indicators at all.

In terms of the **extent to which the GSPP targets meet the SDG targets**, nearly half of the GSPP targets substantially correspond to SDG targets. However, there are a number of SDGs that do not directly correspond to the adapted goals (including SDGs 3, 4, 5, 11 and 14) but have some relationship with these goals.

**The scale of the programmes** shows the extent to which the SDGs are incorporated in both national targets and sectoral GSPPs. In this respect, additional attention should be paid to SDGs 3, 5, 11, 16 and 17.

The level of incorporation of the SDGs into policies is broken down into four groups, as shown in Figure 5.

The analysis of each goal according to these criteria allows for the development of a set of recommendations for integrating the SDGs into GSPPs.



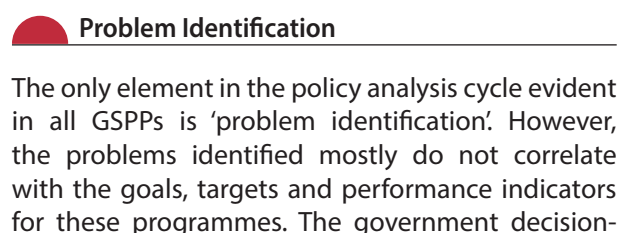
**Figure 4.** Comprehensive evaluation of the incorporation of the SDG targets into all GSPPs (across all areas), based on four criteria



**Figure 5.** The level of incorporation of the SDG targets into policies

**1. Lack of a policy analysis cycle in Ukraine. Some of its initial components are not linked logically.**

making system lacks practice in preparing Green Papers which include stakeholder surveys and wider discussion.



## Policy analysis

In Ukraine no White Papers resulting from policy analysis, analytical studies or stakeholder engagement in identifying best alternative options are prepared. Instead, draft legal acts are put together, including GSPPs. As a result, the debate is centred around the language of legal norms, rather than policy concepts and principles.

## Strategy and policy development

Ukraine lacks a well-established strategic planning system, as well as a robust methodology based on the SDGs for social and economic development planning. In addition, there is no well-structured GSPP system which fosters the linkages between different GSPPs and allows the goals to be translated into objectives, programmes and projects with effective management and funding.

## Policy enforcement

Preliminary analysis shows that there are so many GSPPs that there are issues with a great number of types and subtypes of government decisions. The majority of the GSPPs are medium-term policy documents until 2020, are not consistent and coherent, and are not coordinated by a single strategic planning framework or institution. There is no clear hierarchy or decision-making procedure, and no clear procedures for initiating, drafting and adopting legal acts, at either the Cabinet of Ministers or the Ministry level: entities, grounds, procedures. As a result, many decisions are not cohesive, have no allocated funding, take too long to be adopted or can be adopted with breaches of submission and layout requirements.

Some of the deficiencies in parliamentary procedures are as follows: many draft laws lack justification, address excessively narrow issues, do not duly pass expert assessment, are not cohesive with one another and with the wider regulatory framework, take too long to consider and are hardly debated in the parliament. Only 10–12 percent of the draft laws registered are approved. On average over 70 percent of draft laws are rejected.

GSPPs, adopted by both the government and the parliament, do not follow the same logic and format in terms of the document structure and are not reader-friendly. Hence, it is challenging to monitor or establish their effectiveness.

These deficiencies demonstrate the inefficiency of civil servants and the lack of efficiency and performance in terms of the regulatory activities of both legislative and executive bodies. As a result, the laws that are adopted

do not work, and the current legislation amendments lack any systematic enforcement evaluation, so the efficiency of the GSPPs adopted is limited.

## Monitoring and evaluation

There are deficiencies in data and statistics which make it difficult to assess progress or identify linkages between various factors. The absence or insufficient use of performance evaluation is a major weakness in the SDG implementation strategy. A number of GSPPs failed to include quantitative performance indicators for the targets. In many cases, when these performance indicators are in place, they mostly **focus on the process** (e.g. the number of referrals, of inspections, of individuals who completed the training, of legal acts adopted etc.), **rather than the outcome** (the change in living conditions or public opinion).

**A methodology to calculate the financial resources required to attain the projected goals is also missing. Existing methodologies are not establishing a connection with the priorities of sustainable development.**

## Policy implementation

As a rule, the SDGs require investments which are a prerequisite for their successful attainment. The shortage of funding, combined with short-term (annual) budget planning, may result in a lack of financing for achieving the SDGs. For instance, the planned funding in 2016 for 29 government target programmes amounted to UAH79.9 billion, yet only 31.4 percent of the funds were actually received.<sup>4</sup>

A recently adopted Public Finance Management Strategy introduces this process, which will be launched in 2018. However, it must be noted that the draft Main Areas of Budget Policy for 2018–2020 (submitted to the Verkhovna Rada on 15 June 2017) do not include any references to the SDGs as the basis for medium-term budget planning. Neither of the previous similar documents included such references either. GSPPs are, therefore, declarative and more difficult to assess in terms of their effectiveness. **Without due programme budgeting, any longer-term goal setting is disconnected from any resource allocation and is, therefore, not much more than an empty commitment on paper.**

## Stakeholder training and engagement

**2. There is insufficient public/business/donor engagement in the processes of identifying the most pressing issues of public concern and potential solu-**

<sup>4</sup> The performance of state target programmes can be checked at <http://me.gov.ua/Documents/List?lang=uk-UA&tag=Derzhavni-TsiloviProgrami>.





**tions.** In addition, the government's actions to communicate to the public the importance and meaning of achieving the SDGs has been lacking. Consequently, there is a lack of feedback from the public which could facilitate the achievement of these goals and advocate for the inclusion of relevant indicators in the GSPPs. Currently in Ukraine one of the most crucial challenges to achievement of the SDGs is **insufficient coordination** among government agencies, as well as between government agencies and civil society organizations. This complicates the implementation of the SDGs based on the principle of inclusiveness.

A major drawback is the weak partnership between government institutions and civil society, particularly in terms of participation in the elaboration and implementation of national policies. There is insufficient public feedback on the efficiency of government policies. This partnership is not coordinated through any normative framework and thus not institutionalized.

Due to the underdeveloped institutions that could ensure the realization of the SDGs based on the activity of civil society and business networks, the role of the government in this area is still quite high in Ukraine. Meanwhile, in certain cases, obligations undertaken by the government under international agreements (primarily obtaining international loans or financial aid from the International Monetary Fund or the World Bank) restrict its ability to fulfill the targets of sustainable development.

In particular, the targets on budget consolidation, established by the 'Memorandum of Economic and Financial Policies' with the International Monetary Fund, force the government to limit the social support programmes that in fact should decrease inequality and directly facilitate achievement of SDGs 1.2 ("Increase the coverage of poor people with targeted social assistance"), 1.3 ("Increase the resilience of socially vulnerable people"), 2.1 ("Ensure accessibility to balanced nutrition") etc. The need to rationalize expenditures on education and health care hinders the likelihood of achieving the targets of SDGs 3 and 4. The Memorandum suspended the start of the Export Credit Agency (SDG 8.1: "Ensure steady GDP growth by modernizing production, developing innovation, increasing export potential and exporting products with high value added") and maintains an obligation not to increase the minimum wage<sup>5</sup> (SDG 10.1: "Ensure accelerated growth of income of the least well-off 40 percent of the population").

As the abovementioned macroeconomic restrictions are basically of a short- or medium-term nature,

<sup>5</sup> Government of Ukraine, 'Letter of Intent, Memorandum of Economic and Financial Policies, and Technical Memorandum of Understanding', Kyiv, 27 February 2015 (<http://www.imf.org/external/np/loi/2015/ukr/022715.pdf>).

they should be overcome by systemic reforms that improve productivity and the financial power of the national economy. Thus, it is important to use the international financial and non-financial aid to compensate for existing gaps and to improve the capacity of central and local authorities in efficient resource allocation that will not interrupt the country's progress in sustainable development.

### 3. Lack of an institutional mechanism for incorporating the SDGs into government policy

**There is a lack of an effective governance system that allows coordination of the incorporation of SDG targets and indicators into strategic planning.** As demonstrated by the experience of developing the most essential GSPPs, there is no practice of verifying new policies against the SDGs in either the government or the parliament. Government institutions such as the Ministry of Economic Development and Trade, the Ministry of Finance and the Ministry of Social Policy do not have dedicated departments or experts coordinating these processes. Topics related to the achievement of the SDGs are generally absent from the **agendas of government and various committees' meetings.**

**The targets are not coordinated with reform activities.** The time-frame for identifying the adapted SDG targets coincides with the ongoing reform processes in many social and economic areas. A number of areas in Ukraine, including the energy sector, health care, education, social services, the pension system and budget policy, are currently undergoing extensive reforms.

**A number of GSPPs provide a list of various ministries and agencies that are defined as being responsible institutions for implementing targets which are related to the SDGs.** Yet hardly any of the GSPPs identify specific responsibilities for each institution, including specific issues that are within the competency of each party. As an exception (although only to a certain extent) we may consider the Medium-Term Government Priority Action Plan until 2020, even though this document needs to allocate specific tasks to specific responsible parties.

At the regional level, coordination of programmes is based on the implementation of regional development strategies, including the relevant implementation plans, designed specifically for each region. Since the regional strategies have to be aligned with the Regional Development Strategy until 2020, such coordination is indeed in place. Moreover, there is a practice of developing regional implementation plans for sectoral GSPPs. Therefore, it is important to capitalize on these existing mechanisms at the regional level to focus on implementation of the SDGs.

## GENERAL RECOMMENDATIONS FOR INCORPORATING THE SDG TARGETS INTO GOVERNMENT POLICY

### 1. Establish a new policymaking procedure based on interlinked elements of the policy analysis cycle.

The following measures should be undertaken to build an effective strategic planning process, including an SDG progress monitoring system:



#### *Recommendations for UNDP and other international partners*

Provide technical assistance for the professional development of civil servants and local self-governance staff members in terms of modern management practices, especially in e-government. At the same time, citizens and legal entities must be educated about e-government and the use of technology.

Organize open training sessions and strategic planning workshops for civil servants, aiming to ensure an understanding of GSPPs as a foundation for efficient planning and to introduce strategic thinking to civil servants who draft and implement strategic targets.

**1.1. Put together new procedures for drafting and adopting decisions in Parliament and by the Government of Ukraine,** making Green and White Papers as well as consultations and consequence analysis mandatory. This system must include the incorporation of the SDGs at all stages.

**1.2. Manage the shift from the principle of budgeted costs to results-oriented funding.** Budgetary appropriation should be sufficient to achieve the planned outcomes. Funding cuts or withdrawals should follow a formal procedure in accordance with clear and transparent criteria. Obviously, it would be useful if the GSPPs (or GSPP implementation plans) clearly linked each target to the relevant budget programme. This would enhance the transparency of budget planning, including the resources for achieving the SDGs. Furthermore, the total amount of funding for achieving targets across all GSPPs must be equal to the amount of funding for targets in all budget programmes for the respective year. This must

pave the way for reaching the goals of the corresponding policies. A shortage of funding in this system makes it impossible to achieve planned results, so mandatory funding of the measures provided for in the GSPPs must be instrumental in improving the efficiency of strategic planning in Ukraine. GSPP objectives and targets must be well coordinated at the planning stage, with due consideration of the budget limitations and priority areas of the government policies being implemented by the GSPPs. Figure 6 depicts the experts' vision of the preferred structure for incorporating the SDGs into Ukrainian government policy. It must include the main elements of the policy analysis cycle, from problem identification to performance monitoring and evaluation. Each stage must take incorporation of the SDGs into account.



#### *Recommendations for UNDP and other international partners*

Organize workshops jointly with representatives of countries where evaluation of progress against the SDGs is already under way.

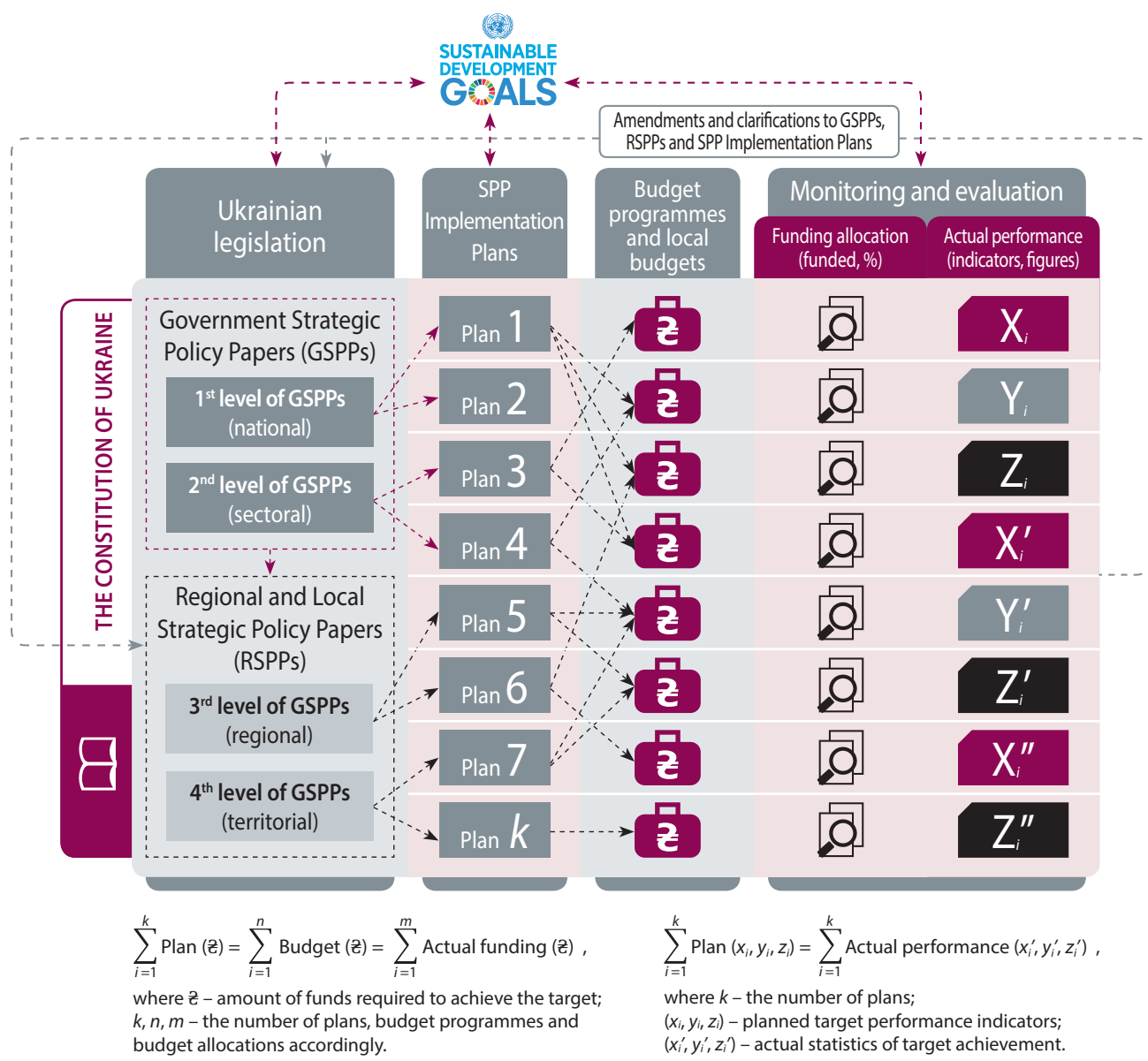
**1.3. Improve the national statistical system** to introduce secondary indices and indicators characterizing a combination of economic, social and environmental development that have the relevant data disaggregated by region, income, age, gender and social group. Ukraine could join the global efforts on data and statistical systems related to the SDGs to improve its own statistical and data collection, use and analysis systems.



#### *Recommendations for UNDP and other international partners*

Provide methodological support for periodical analysis of the cohesion of strategic targets at national and regional levels.

**1.4. Bring the statistics of government institutions under the full aegis of the State Statistic Service.** Statistical data must be fully accessible and open. They must be made compatible by unifying methodologies.



**Figure 6.** Preferred structure for incorporating the SDGs into Ukrainian government policy<sup>6</sup>

- 1.5. Create a mechanism to regularly monitor implementation of the SDGs and evaluate achievements.** In our view, its key parameters should include: elaboration of regulations for a reporting system, including reporting forms to be submitted by the ministries and agencies responsible for implementing the SDG targets; facilitating periodic public reviews of progress against the SDGs; and the establishment of a steering committee with clearly defined functions and the authority to monitor the achievement of SDG targets.

**1.6. Expand and improve the use of data collection tools such as surveys,** including the use of modern and innovative technologies. The focus should be on gathering data with the

**Recommendations for UNDP and other international partners**

Provide systematic support to monitor and evaluate progress against the SDGs.

For instance, provide support for incorporating the SDGs at the level of the Cabinet of Ministers of Ukraine and key ministries, and also for introducing a system to monitor achievement of the SDGs by appointing one or a few SDG advisers (experts) for each key ministry authorised for routine monitoring of progress against the SDGs and who would promote interagency cooperation.

<sup>6</sup> The majority of intra-sectoral or sectoral GSPPs aim to achieve goals through the relevant territorial programmes, at the level of regions, cities and other localities. These programmes are not analysed in this study. If they are prepared correctly, they must include specific time-lines, financial figures and performance indicators. These programmes must include references to national documents, and must be linked to goals and funding sources indicated in them.



### Recommendations for UNDP and other international partners

Create a coordination mechanism for donor support in Ukraine. The SDGs can be the basis for goals and areas for programme/project implementation, as well as for analysis and performance monitoring.

Hold systematic coordination conferences for donors, government agencies and the wider public to define priority financing for sustainable development in Ukraine.



### Recommendations for UNDP and other international partners

Provide technical assistance so as to accelerate the establishment of e-governance principles, including the digitalization of administrative services, public participation in decision-making and decision implementation monitoring, communications organization and activity coordination of government agencies and local self-governance bodies etc.

Proposed assistance practicalities: agency computerization, increased network access, software provision.

Given the paramount importance of the introduction of e-government to balance decentralization, this assistance should primarily focus on the level of provincial communities.



### Recommendations for UNDP and other international partners

It would be beneficial to create a pilot project beforehand, establishing an expert group to analyse the draft law on attaining the SDGs, under one of the key parliamentary committees.

It should be staffed with experts competent in the areas covered by the SDGs with experience in analysing and amending draft laws. This expert support would also be important for promoting cross-party unity among MPs on the basis of incorporating the SDGs into government policy. For instance, it could be called 'In favour of sustainable development'.

necessary disaggregation and corroboration, and avoiding any potential data distortion. Data use and analysis would also be critical in defining bottlenecks and priorities for government institutions and local governments.

**1.7. Introduce cutting-edge Big Data processing technologies**, thus ensuring timely and unbiased measurement. It is important to have a robust results framework with targets, baselines and indicators for the GSPPs.

### Regional aspect

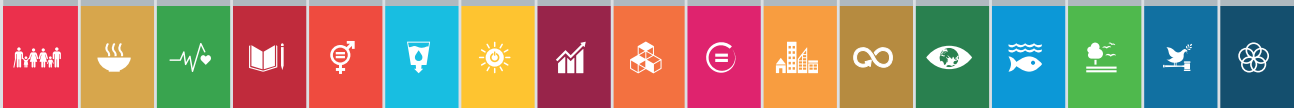
It is important to draft the relevant territorial Sustainable Development Strategies, so as to integrate the SDGs at the regional and local level. As mentioned above, SDG11 must reflect all other intra-sectoral and sectoral SDGs at the regional and local level. Therefore, national SDG targets need to be included in regional and municipal development programmes, including the list of target indicators, and the establishment of performance monitoring systems for these programmes.

**2. Create an inclusive government policy analysis process which would include oversight by civil society and experts, as well as support for the process to incorporate the SDGs into Ukrainian government policy.**

**The public monitoring of the performance of central government institutions, local authorities and public institutions needs to be enhanced. This can be promoted through the following recommendations:**

**2.1. Establish a Parliamentary Advisory Sustainable Development Council and a National Sustainable Development Council**, with the participation of all stakeholders, including the general public. All necessary administrative and financial means should be provided to ensure effective public and parliamentary control over the implementation of sustainable development policy. It would be advisable to include in the mandate of these bodies the function of screening the draft GSPPs by experts from analytical and academic organizations, including those engaged in the process of adapting the SDGs for Ukraine.





**2.2.** It is also necessary to **strengthen civil society institutions (NGOs, think tanks, associations) engaged in SDG implementation areas, with a view to enhancing their institutional capacity** (sustainable and diversified funding sources, improvement of managerial skills, building cooperation and information exchange) and to include them in the various policy decision-making processes. Currently, a variety of civil society organizations are operating in Ukraine in SDG-related areas. However, they do not jointly coordinate their activities and are mostly driven by the priorities of grant providers, rather than by the urgent needs of Ukrainian society in terms of implementing the SDGs.

**2.3.** Introduce a practice of holding mandatory annual **conferences on the results of progress against the SDG targets**. The conference would be critical to monitoring progress with regards to integrating the SDGs as well as to sharing best practices, challenges and opportunities.



#### **Recommendations for UNDP and other international partners**

Undertake awareness-raising among the wider public, ministry staff and the media, since the level of awareness of the SDGs is low.

Support civil society initiatives on SDG monitoring.

Disseminate the analytical study 'Analysis of Government Strategic Policy Papers: Incorporation of the 2030 Sustainable Development Goals adapted for Ukraine', prepared by the experts of the Institute for Social and Economic Studies supported by UNDP in Ukraine and the GEF. This would enable civil servants, Public Administration graduates and PhD students to read about the main findings and recommendations of the study.

**3. Reform the public administration system by introducing a new architecture to the decision-making system to create an institutional mechanism to incorporate corporate social responsibility into state policy.**

**To meet the SDG targets by implementing the relevant GSPPs, it is necessary to clearly identify the authorities responsible for coordinating this work, and to set time-frames.**

Introduce mandatory analysis and screening against the SDGs for all the newly drafted GSPPs at the national level. This analysis would be critical to identifying all potential gaps and entry points to integrate the SDGs at the planning stage.

**To achieve this, the following measures are recommended:**

**3.1.** Establish a **National Committee for the Sustainable Development Goals (or agency or service)** coordinated by the Cabinet of Ministers of Ukraine. The committee should coordinate SDG-related activities, integrate economic, social and environmental policies and monitor the implementation of the national SDGs.

**3.2.** Establish **administrative units (alternatively, advisory expert bodies) at all ministries**, as well as in all regional and local administrations, that are responsible for implementing the national SDGs. In addition, a deputy minister in each ministry should be tasked with implementing SDG targets. An alternative option to consider is to include requirement to incorporate SDGs into policies in job descriptions of officials responsible for analysis and policymaking, as was the case for European integration.

**3.3.** Improve the **official portal for international aid to Ukraine (openaid.gov.ua)**. For instance, create a separate SDG section and include SDG targets in the search function, if they are linked to a project or programme.



#### **Recommendations for UNDP and other international partners**

One of the important tasks for international donors is to target reducing the divergence of macroeconomic stabilization and the SDGs. The way to do this is to promote institutional changes that improve the capacity of central and local authorities to enable efficient resource allocation to achieve the SDGs.



#### **Recommendations for UNDP and other international partners**

Support curriculum design for sustainable development courses, with a view to including these courses in Masters' degrees in civil service.



#### **Recommendations for UNDP and other international partners**

As donor assistance plans are put together, ensure linkages between programme goals and the targets of the SDGs adapted for Ukraine.





### Recommendations for UNDP and other international partners

Pilot implementation of SDG targets, taking regional context into account, such as different living standards, health levels, environments and levels of societal development. For example, a pilot region design methodology could be used to draft the full set of SDG-related strategy documents, from the list of such documents to their drafts.

Regional SDG implementation programmes should then be prepared in collaboration with the local authorities.

**3.4. Strengthen the institutional environment for implementing regional and municipal sustainable development programmes.** This includes focusing on quality improvement in the implementation of development programmes and leveraging all available tools to achieve strategic development goals, to realize the maximum capacity of the region and use public funds effectively. It also includes improving the methodology and regulatory, organizational and informational frameworks, as well as providing targeted expertise to ensure a high quality of the government strategic planning system across various areas (such as implementing the Smart Cities approach to local governance in line with sustainable development; carrying out long-term capital investment projects; and introducing digital technology in construction and property management).



### Recommendations for UNDP and other international partners

Promote public–private partnerships (PPPs) in the following promising areas: utilities, road construction and maintenance, the environment, energy efficiency, research and development and innovation, and social entrepreneurship. This should not only enhance the transparency of partnerships between the government and business, but also improve governance efficiency at the central and local levels. Methodological, legal and informational support for PPPs is required, as are incentives for projects that are vital for sustainable development.



### Recommendations for UNDP and other international partners

Create a methodology for a cluster analysis of the SDGs, either a universal methodology, implementing a 'pilot' and adapting it in the countries where this is necessary, or a different way. Namely, several countries are creating unique methodologies for their adapted versions of the SDGs, and after that the UN project office creates a universal methodology with implementation recommendations based on these pilots and taking the special features of the global SDGs into account. Data collection will be an important element of this methodology. Moreover, it must include monitoring progress against the SDGs in the context of cluster interrelations to come up with decisions on how to improve government policies in the relevant areas. Likewise, it would be interesting to tailor it for specific regions, thus assisting the development of regional strategies.

### Linkages within SDGs: areas for inter-sectoral coordination

A system that ensures balanced progress against SDG targets is important for achieving synergy between different areas. However, given that resources are limited, on the one hand, it is crucial to emphasize policy accelerators. On the other hand, it is also crucial to understand the SDGs' cross-cutting impacts.

An SDG cross-cutting impact matrix was prepared as a result of expert debate, showing how the goal on the vertical axis impacts the goal on the horizontal axis <sup>7</sup> (see Figure 7).

The matrix shows the spheres of intra-sectoral coordination, the crossovers, where opportunities exist for strengthening or weakening one of the goals through the attainment of another goal. This matrix could become the basis for a deeper cluster analysis to identify priorities in government policy in Ukraine.



### Recommendations for UNDP and other international partners

To achieve the SDGs, it is particularly important to establish very well-defined objectives. For this purpose we suggest analysing the existing relationships between all the SDG indicators and defining the key problems to be solved first.

Breaking with ministerial, sectoral and territorial fragmentation and mono-dimensionality is crucial when defining policy priorities. For such complex issues as the SDGs, a multidimensional approach is needed.

<sup>7</sup> In this report the meaning of a phrase "Impact of one Goal on another Goal" should be interpreted as follows: interventions aimed at achieving one Goal may have a (positive or negative) impact on interventions aimed at achieving other Goals.



**Good governance and effective, inclusive and participatory local governance mechanisms should be ensured, with wide groups of stakeholders being encouraged to contribute creatively to processes of policymaking and public oversight.** Engaging large population groups in seeking solutions to pressing issues related to the environment in which they live is conditional on the re-invigoration of mutual trust and trust in the authorities. This confirms the importance of setting such targets as combating domestic violence and increasing safety and security for every citizen (SDGs 16.1 and 16.2). Of crucial importance is also the provision of the rule of law, primarily on the basis of an effective judicial system (SDG16.3). Peacebuilding targets in relation to eastern Ukraine, as well as the targets linked to structural transformation of the economy of this region (SDGs 16.8 and 16.9), are also of paramount importance. A survey carried out by the International Republican Institute<sup>8</sup> shows that the level of community readiness for sustainable development is extremely low in Ukraine, while social cohesion remains a pressing issue. The ongoing armed conflict in the east of Ukraine is further aggravating the issue of combating the circulation of illicit arms, ammunition and explosives (SDG16.5), which is directly linked to the target to curb the

<sup>8</sup> See <http://iri.us8.list-manage.com/track/click?u=e38e68538a94ec5c6b478dfed&id=30a81135d8&e=038b820658>.



### Recommendations for UNDP and other international partners

Support the promotion of negative attitudes towards violence, breaches of basic human rights and various forms of exploitation.

This can be done through education programmes aimed at the general public, as well as at key target audiences (media representatives, opinion leaders etc.), and by promoting the establishment of civil legal assistance institutions etc.

proliferation of violence. **Ukraine needs a special, systemic strategic document, aimed at reducing the level of and preventing the proliferation of violence.**

Achievement of the target related to attracting investment (SDG17.1) is dependent on achieving other targets, including those related to reducing violence, improving security, establishing an efficient judiciary, efficient governance and local governance, and reducing the scale of corruption (SDGs 16.1–16.3, 16.6 and 16.7).

Conversely, growth in investment that would fuel economic growth might reduce the need for government loans and would help alleviate the burden of debt on the national economy (SDG17.2). **The importance of this target calls for**

**a special investment development strategy for Ukraine, which should highlight the government's actions aimed at encouraging investment activity by national agents, favour foreign direct investment, offer a vision of optimal sectoral investment priorities etc.**

Fostering new partnerships between the authorities and business communities (SDG17.3) would be critical to helping accelerate SDG implementation at the local level, including promoting good and inclusive governance, addressing corruption and improving the investment climate in the country.

Implementation of the SDGs would require, *inter alia*, the concentration of government expenses (for social protection, education, health care etc.) and the strengthening of business regulation (including on environmental impacts or increasing employers' responsibilities for working conditions and decent pay). As noted above, Ukraine faces key challenges with regards to effective coordination. Hence, attainment of the 'partnership building' goal (SDG17.3) would be critical to addressing such challenges and help accelerate the achievement of other SDGs.

Emphasis should be placed on **building partnerships between the government and the private sector to pave the way for the mutually beneficial engagement of businesses to help resolve current sustainable development challenges**. These could focus on, for instance, SDG2 (the development of agriculture), SDG7 (the energy sector) and SDG9 (industry, innovation and infrastructure). Moreover, in the short-term, a positive impact on the business climate will be made by enhancing the institutional capacities of government agencies and local governments. This could be achieved by creating a stable legal environment for business activities (SDG16.7), enforcing the rule of law and fighting corruption (SDG16.6).

From a medium- and longer-term perspective, businesses would benefit from improved education and public health outcomes, and the quality of human capital would be enhanced (SDGs 3 and 4). Other positive factors would be the elimination of poverty (SDG1), lower inequality (SDG10) and improved physical security (increasing domestic demand and decreasing risks). To negotiate likely inconsistencies among different goals, there is a need for businesses to have trust in the authorities' capability to ensure long-term implementation of the SDGs. This capability must be supported by appropriate programming in the sectors concerned.

The targets of SDGs 12 (responsible consumption and production), aimed at reducing the amount of waste (SDG12.4) and efficient resource use (SDGs 12.1 and 12.2.), 14 and 15, concerning the preservation and protection of ecosystems (SDGs 14.2 and 15.1), and 6 (water), aimed at the improvement of water management (SDG6.4) and integrated water resources management (SDG6.5), promote the attainment of SDG8 (decent work), because they increase the amount of available resources and create employment opportunities.



The provision of quality education (SDG8) fosters the country's ability to find new, innovative solutions, which, in turn, increases opportunities for the implementation of SDG9 (industry, innovation and infrastructure). Investment in a more robust infrastructure (SDG9) improves the efficiency of resource use (SDG12) in turn, thus saving natural resources for generations to come. At the same time, the sustainable use of natural resources must drive economic well-being (SDG8) and become a solid foundation for peace (SDG16).

## GENERAL CONCLUSIONS

This study aimed to identify gaps and offer recommendations to improve government policy in terms of implementation of the SDGs for the upcoming thorough revision and improvement of GSPPs by the authorities and for the creation of new GSPPs, taking the main findings and recommendations into account.

This review took into account the following elements which are critical for implementation of the SDGs:

- the establishment of an efficient strategic forecasting and planning system, including coordination between strategic plans and financial, human and other resources, and between the ongoing reforms and the adapted SDGs;
- the active participation of civil society and other key stakeholders in the discussions to draft strategic documents, ensuring that their views and positions are fully taken into account; and
- the creation of institutions, mechanisms and tools for the practical implementation of strategic documents.

To sum up, to ensure that Ukraine follows global transformation trends, there is a need to accelerate the creation of a system for strategic decision-making.

This would enable Ukraine to make use of all the benefits of globalization as a means to resolve the problems of humanity while addressing the challenges the country is currently facing. Such a task is simultaneously the goal and a means for government policy, which would not only help improve Ukraine's competitiveness on the global market but would also generate the financial resources and human capital necessary for addressing a range of humanitarian, social and integration problems.

Successful incorporation of the SDGs into Ukraine's national policy and the achievement of targets in the future mainly depends on meeting the abovementioned conditions. The Ukrainian authorities must prioritize their efforts and invest resources to meet and fulfil those conditions.

## Annex 1

### The GSPPs analysed

- |  |  |
|--|--|
| 1. Sustainable Development Strategy for Ukraine until 2020   | 19. National Environmental Policy Strategy of Ukraine until 2020                                       |
| 2. Medium-Term Government Priority Action Plan until 2020  | 20. National Target HIV/AIDS Social Programme 2014–2018  |
| 3. National Security Strategy of Ukraine (until 2020)  | 21. Information Society Development Strategy of Ukraine (for 2013–2020)                                |
| 4. State Regional Development Strategy until 2020  | 22. Long-term Ukrainian Cultural Development Strategy/Reform Strategy (beginning in 2016)              |
| 5. Poverty Reduction Strategy (until 2020)   | 23. National Education Development Strategy of Ukraine until 2021                                      |
| 6. State Cross-border Cooperation Development Programme for 2016–2020  | 24. Agricultural Sector Development Strategy until 2020  |
| 7. Domestic and Foreign Policy Principles  | 25. State Programme on Combating Trafficking in Human Beings until 2020                                |
| 8. State Target Social Programme ‘Ukrainian Youth’ for 2016–2020   | 26. National Human Rights Strategy (until 2020)  |
| 9. State Target Programme ‘National Action Plan Implementing the Convention on the Rights of Persons with Disabilities’ until 2020 | 27. National Social Programme for Health and Safety and Occupational Hygiene Improvement for 2014–2018 |
| 10. National Physical Activity Strategy in Ukraine until 2025 ‘Physical Activity – Healthy Lifestyle – Healthy Nation’             | 28. State Target Social Programme for Sports and Physical Education Development until 2020             |
| 11. Energy Strategy of Ukraine until 2030  | 29. National Mineral and Raw Materials Resources Development Programme of Ukraine until 2030           |
| 12. National Renewable Energy Action Plan until 2020   | 30. Draft Hi-tech Industries Development Programme until 2025  |
| 13. National Energy Efficiency Action Plan until 2020  | 31. Draft Exports Strategy of Ukraine: Roadmap for Trade Strategic Development for 2017–2021           |
| 14. Public Administration Reform Strategy for 2016–2020  | 32. Transport Strategy of Ukraine until 2020   |
| 15. Public Finance System Reform Strategy for 2017–2020  | 33. State Target Programme for Railways Reform for 2010–2019   |
| 16. National Civil Society Development Strategy for 2016–2020  | 34. State Target Airports Development Programme until 2023   |
| 17. Judiciary, Court Proceedings and Related Law Institutions Reform Strategy for 2015–2020  | 35. Tourism and Resorts Development Strategy until 2026  |
| 18. National Target Programme for Water Economy Development and the Dnipro River Basin Ecological Recovery until 2021              |  |







## The Analysis of Government Strategic Policy Papers: the incorporation of 2030 Sustainable Development Goals adapted for Ukraine

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