RADA FOR EUROPE

PARLIAMENTARY TRANSFORMATION:

Challenges and Achievements

TWO YEARS OF THE EU-UNDP
RADA FOR EUROPE PROJECT

ANDRIY PARUBIY
The Chairperson of the
Verkhovna Rada of Ukraine

"Any reform process, and particularly reform of Ukraine's single legislative body, requires political consensus, focus, effective coordination and access to the best parliamentary practices in other European states. We are grateful to the European Union Delegation in Ukraine for support in this important process for Ukraine through financing of the "Rada for Europe" project that is being implemented by United Nations Development Program. This project, working closely with the European Parliament, and other instruments for expertise provision and reform coordination has led to substantive results and progress in parliamentary reform implementation.

"Ukraine's transition from a post Soviet legacy to respect for human rights, the rule of law, freedom and democracy can only be assured by the emergence of strong and independent institutions. Strong institutions and not strong man regimes are the true guarantors of liberty. Together with an active civil society, a free and vigilant media and citizen engagement these institutions can deliver the checks and balances, the openness and the transparency essential to a modern democracy. Parliament lies at the heart of democracy. It falls to parliament to lead the reform process and to show leadership by its willingness to transform itself into a modern institution fit for purpose, capable of earning the trust of the people through the integrity of its members and their work on behalf of the nation. Few parliaments in the world have undertaken so much policy reform effort so quickly and in such pressing circumstances as has the Verkhovna Rada in the past three years. Much remains to be done but also credit should be given where it is due. Parliamentary reform itself is underway. This is a slow and complex exercise requiring not just a change of rules but more fundamentally a change of culture and attitude. This process has begun and again to its credit and that of its leadership the willingness in the Verkhovna Rada to work on establishing consensus on future reforms is commendable and remains a key focus of attention. Successful parliamentary reform is never assured but also is never far away for those determined to lead and to succeed through patient effort and relentless resolve.

PAT COX
President of the European Parliament (2002-2004)

03

RADA FOR EUROPE IN UKRAINE

Since 2016, Rada for Europe has supported the Ukrainian Parliament's evolution towards a modern, democratic institution fulfilling Parliament's roles of legislation, oversight, and representation of citizens in governance. The project has partnered with the Verkhovna Rada of Ukraine to strengthen its procedures and operational processes, modernise its administration and secretariat, and improve the mechanisms for dialogue with citizens and civil society.

Rada for Europe is supported by the Delegation of the European Union to Ukraine and is implemented by the United Nations Development Programme (UNDP) in a special partnership with the European Parliament.

COMPONENTS OF THE RADA FOR EUROPE PROJECT

RADA FOR EUROPE

- STRENGTHENING OF LEGISLATIVE PROCESS
- MODERN AND EFFECTIVE PARLIAMENTARY ADMINISTRATION
- OPEN AND TRANSPARENT PARLIAMENT

VHERKHOVNA RADA OF UKRAINE

JONATHAN MURPHY
International Team Leader,
EU-UNDP Rada for Europe Project

"Parliament is at the heart of Ukraine's democratic transformation; the Verkhovna Rada ensured institutional continuity after the Revolution of Dignity in 2014. In 2015 the Parliament embarked on a comprehensive reform strategy to become an outstanding European democratic Parliament. The EU-UNDP Rada for Europe project has facilitated institutional strengthening and capacity development through intensive exposure to parliamentary innovation, through providing international and national expertise, partnership with the European Parliament and leading European national parliaments, and support to effective citizen engagement

THE VERKHOVNA RADA OF UKRAINE IN 2016-2018

In 2016, the Verkhovna Rada adopted its own ambitious reform agenda. Between 2016 and 2018, the Parliament has enacted a wide range of reform measures in order to modernise itself, in line with European democratic best practices. In the past two years, the Ukrainian Parliament has achieved several reform milestones in the areas supported by the project: 24 out of the 27 areas in the Parliament's official Roadmap for Reform covered by the project have been fully implemented, or important steps have been taken towards their realization. The Roadmap is based on a needs assessment carried out jointly by the European Parliament and the Verkhovna Rada in 2015-2016, and adopted by overwhelming majority vote of the Parliament in March 2016.

ANDRIY PARUBIY
Chairperson of the VRU

IRYNA GERASHCHENKO
First Deputy Chairperson

OKSANA SYROID
Deputy Chairperson

СОЛІДАРНІСТЬ БЛОК ПЕТРА ПОРОШЕНКА	136	БАТЬКІВЩИНА ВСЕУКРАЇНСЬКЕ ОБ'ЄДНАННЯ	20
Народний фронт	81	ВІДРОДЖЕННЯ ПОЛІТИЧНА ПАРТІЯ	24
ОППОЗИЦИОННЫЙ БЛОК	43	ВОЛЯ НАРОДУ	19
ОБ'ЄДНАННЯ САМОПОМІЧ	25	Non-factional	54
ЛЯШКО РАДИКАЛЬНА ПАРТІЯ	21	**TOTAL**	**423**

GENDER:
- women MPs **11,85%**
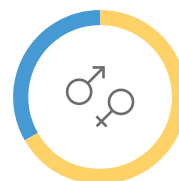- men MPs **88,15%**

STRUCTURE OF THE VRU SECRETARIAT:

1069 STAFF MEMBERS, INCLUDING:

629 – Central secretariat
363 – Secretariats of committees
77 – Secretariats of factions and groups
26 – Political appointments

GENDER:
- Women **67%**
- Men **33%**

THE PROPORTION OF ADOPTED LEGISLATION PROPOSED BY THE GOVERNMENT AND THE PRESIDENCY HAS INCREASED IN LINE WITH EUROPEAN NORMS, PERMITTING PRIORITISATION ON IMPLEMENTATION OF THE ELECTED GOVERNMENT'S AGENDA
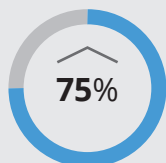
SOURCE OF ADOPTED LEGISLATION

■ MP   ■ Government   ■ President

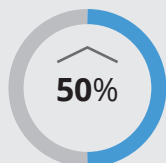|	MP	Government	President
Session V	59%	31%	10%
Session VI	58%	33%	9%
Session VII	48%	30%	22%

COMMITTEE TRANSPARENCY

According to Decree №699 of the Chairman of the Verkhovna Rada of Ukraine, VRU parliamentary committees must publish meeting minutes, transcripts, audio recordings, etc.on their websites. With R4E support, the Interns League within Open Parliament Initiative activities, monitored the timeliness and completeness of information provided by committees.

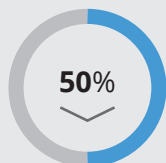### RESULTS OF MONITORING (November 2017 – March 2018):

75%

COMMITTEES THAT PUBLISH MORE THAN 75% OF REQUIRED INFORMATION:
Freedom of Speech and Information; State Building and Local Self-Government; Human Rights, National Minorities and International Relations; Health Care; Rule of Law and Justice; Industrial and Investment Policy.

50%

COMMITTEES THAT PUBLISH MORE THAN 50% OF REQUIRED INFORMATION:
Committee on Transport; Finance and Banking; Family Matters, Youth Policy, Sports and Tourism; Fuel and Energy Complex, Nuclear Policy and Nuclear Safety; Foreign Affairs; Construction, Urban Development, Housing and Communal Services; Corruption Prevention and Counteraction; Affairs of Veterans, Combatants, ATO Participants and Disabled People; Agrarian Policy and Land Relations; Legislative Support of Law Enforcement; Culture and Spirituality; Budget; Rules of Parliamentary Procedure; Social Policy, Employment and Pension Provision; Economic Policy; Science and Education; Environmental Policy, Nature Resources Utilization and Elimination of the Consequences of Chornobyl Catastrophe

50%

COMMITTEES THAT PUBLISH LESS THAN 50% OF REQUIRED INFORMATION:
European Integration; Taxation and Customs Policy; National Security and Defence; Informatization and Communications

INTERNATIONAL LEARNING AND COOPERATION

Learning and sharing experiences from European countries is both a fundamental part of the Rada for Europe project's work methodology, and also a guiding principle of the European Union, underpinning peace and development in Europe for more than 50 years. During the two years of the project's work, Ukrainian parliamentary and civil society representatives have learned from their European colleagues, both during missions to European member state parliaments, and through expertise delivered in Ukraine by parliamentary specialists from across Europe. The map on this page shows, respectively, the countries where Ukrainian delegations supported through the EU-UNDP Rada for Europe project have learned from sister parliaments, and the countries from which European experts have been deployed to the Verkhovna Rada by the project. The European Parliament is a privileged partner of the VRU and of the Rada for Europe project, and there have been numerous two-way exchanges between the VRU and the European Parliament facilitated by the project over the past two years.

MARIA IONOVA
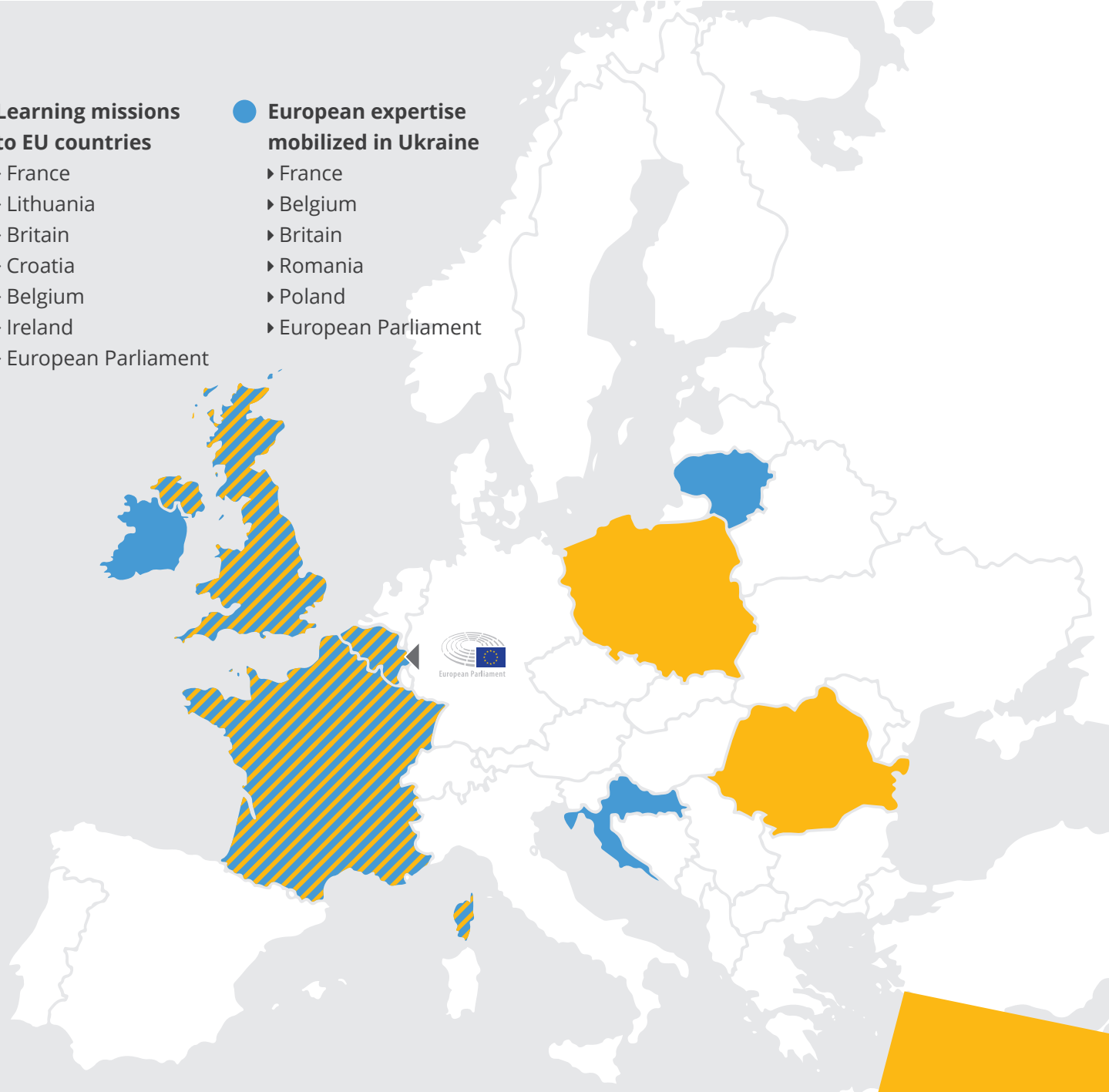MP, Deputy Chairperson of the VRU Committee on European Integration

The Verkhovna Rada Committee on European Integration is constantly working on the issue of establishing active cooperation with committees on European affairs of other countries in order to develop the necessary experience in adapting legislation. In this context, we express our sincere gratitude to the EU-UNDP Rada for Europe Project for facilitating the visit of the representatives of the Verkhovna Rada to the Croatian Parliament.

Learning missions to EU countries
- France
- Lithuania
- Britain
- Croatia
- Belgium
- Ireland
- European Parliament

European expertise mobilized in Ukraine
- France
- Belgium
- Britain
- Romania
- Poland
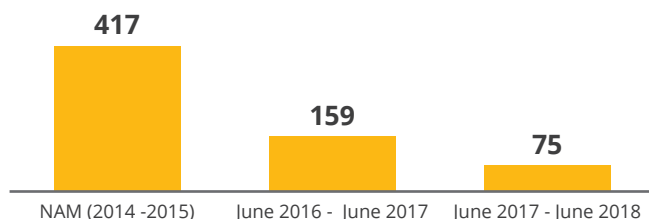- European Parliament

European Parliament

STRENGTHENED LEGISLATIVE PROCESS

Parliament's greater effectiveness in lawmaking is demonstrated, both in the acceleration of the number of key pieces of national reform legislation that have been passed, and in Parliament's own improved processes.

There has been an increase in the number of key reform legislation passed, at the same time as the overall number of pieces of legislation proposed and adopted has declined, reducing 'legislative spam'. This brings Ukraine closer to European and international democratic norms, where government and Parliament prioritise legislation within a coherent overall government strategy.
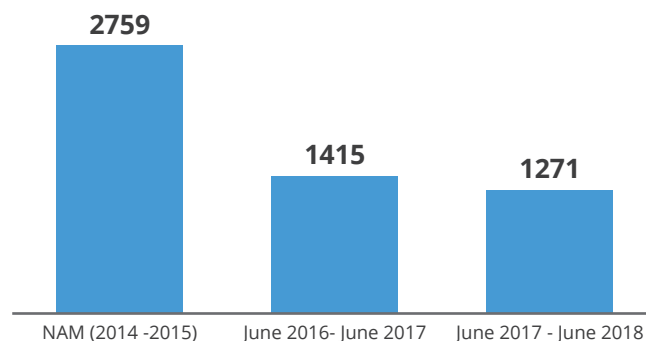
The number of MP initiatives, which previously hampered Parliament's ability to focus on the overall national reform agenda, has continued to decline since 2014-2015. In the year ending June 2018, the number of draft laws registered was less than half the number in 2014-2015.

LESS LEGISLATIVE 'SPAM'
Legislative drafts registrated 2014-2018

NAM (2014 -2015)	June 2016- June 2017	June 2017 - June 2018
2759	1415	1271

LEGISLATIVE DRAFTS ADOPTED:
2014-2018

NAM (2014 -2015)	June 2016 - June 2017	June 2017 - June 2018
417	159	75

The Verkhovna Rada has fully or partially implemented 11 out of 13 steps within the Roadmap for Reform that are aimed at strengthening the legislative process.

With project's support, the Parliament has further sharpened its focus and deepened its commitment to implement the roadmap for reform and has explored options for accelerating this process.
The Committee on European Integration is now able to check compliance of laws with the obligations of Ukraine in the field of European integration and the EU 'acquis'. Further, the Speaker's Office now has the tools and ability to systematically monitor the implementation of the Roadmap for Reform.

ACCELERATION IN PASSING STATE REFORMS

MAJOR REFORM MEASURES WERE PASSED

JUNE 2016 – MAY 2017

JUSTICE REFORM
- Law on the judicial system and the status of judges
- Law on Enforcement Proceeding
- Law on High Council of Justice
- Law on High Council of Justice

ENERGY
- Law on National Commission for State Regulation of Energy and Public Utilities
- Law on Electricity Market of Ukraine

ENVIRONMENT
- Law on Environment Impact Assessment

The legislative agenda has been streamlined. The Speaker's Office now holds regular meetings with the secretariats of the committees to discuss and coordinate priorities, assess the readiness of draft laws and plan the agenda of coming plenary weeks. The Parliament now also has a comprehensive overview of how prioritization of legislative initiatives is handled in different national parliaments of EU member states. Parliament has in addition enhanced regular informal consultations to build agreement on the parliamentary agenda, based on study of European Parliament and other European national Parliament practices supported by the Rada for Europe project and the European Parliament.

JUNE 2017 – JUNE 2018

JUSTICE REFORM
- Law on Amendments to the Commercial Procedural Code of Ukraine, the Civil Procedural Code of Ukraine, the Code of Administrative Legal Proceedings of Ukraine and other legislative acts

ANTI-CORRUPTION
- Law on High Anti-corruption Court

E-SERVICES
- Electronic Trust Services

SANITARY AND PHYTOSANITARY MEASURES
- Law on Safety and Hygiene of Feeds

PRIVATIZATION
- Law on Privatization of State Property

ENERGY
- Law on Energy Efficiency Fund
- Law on commercial accounting of heat energy and water supply

ENVIRONMENT
- Law on Strategic Environmental Assessment

HEALTHCARE
- Law on state financial guarantees for the provision of medical services and medicines

PENSION SYSTEM
- Law on Amendments to Certain Legislative Acts of Ukraine on Increase of Pensions
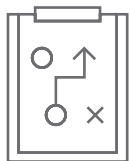
EDUCATION
- Law on Education

MODERN AND EFFECTIVE PARLIAMENTARY ADMINISTRATION

Although MPs are the decision-makers in Parliament based on their mandate as elected representatives, in order to do their work efficiently the Parliament also needs an effective, modern and professional administration. Strategic planning is now integrated in the key business processes of the Parliament's secretariat and a thorough internal reform process has begun.

STRATEGIC PLAN

With support of the project, the secretariat was able to draw from several models for strategic planning that are based on European Parliament's best practices, as well as peer exchanges with the Irish and Scottish parliaments, and citizen participation. The first-ever strategic plan of the secretariat is being finalized and will lay the foundation for future reforms.

HUMAN RESOURCE STRATEGY

A Human Resource Strategy for the secretariat has been elaborated and is based on the best available models of human resource management in parliaments of the European Union. The strategy is based on an analysis of the new law on public service, existing human resources rules and procedures in the secretariat, and a functional review. Further, the Human Resources Department of the secretariat is now able to carry out staff assessments, deliver modern and needs-based training as well as staff development and management training.

E–PARLIAMENT DEVELOPMENT STRATEGY

With support of the project, the secretariat now has an e-Parliament Development Strategy that includes an e-bill concept and various digital tools for citizens' engagement into the legislative process.

The Secretariat of the European Integration Committee and other structural departments of the secretariat (including legal and the main scientific-expert departments), knowledge and specialized skills on European integration policy, legal approximation and regulatory and financial impact assessments. This is essential for effectively conducting all the necessary legislative steps to bring Ukraine closer to EU standards in all spheres.

Overall, some **100 EMPLOYEES** of the secretariat have received specialized training and have benefitted from hands-on peer-to-peer exchanges with the European Parliament, as well as the UK, the Scottish and the Irish Parliament, and have thereby enhanced their knowledge on strategic planning, human resources, research services and other parliamentary administration functions.

OPEN AND TRANSPARENT PARLIAMENT

MYKOLA SHEVCHUK
Deputy Secretary General of the
VRU responsible for communications

> Improved communication with citizens is key to improve the understanding and trust to the Parliament among the public. The VRU now only is only at the first stage in making its communication pro-actively and openly with emphasis on citizens engagement, but with the support of the R4E project we see our path clearly and comprehensively

COMMUNICATION STRATEGY

The communication strategy and its related action plan are based on intense collaboration between Members of Parliaments, staff of the secretariat, civil society organizations, journalists, and international experts. While the work on the communications strategy learned from best practices in European and other effective parliaments, in fact Ukraine went further in engaging all relevant actors inside and outside parliament in developing the strategy. Its implementation will help not only to efficiently communicate the Parliament's work in plain language but also build continuing dialogue with citizens and enhance their influence in the legislative process.

SVITLANA ZALISHCHUK
MP

> The Open Parliament Initiative in Ukraine is a part of the Open Government Partnership, the global initiative of more than 70 participating countries and 15 subnational governments to ensure that principles of transparency and accountability are inherent to good governance. And I am proud to be a part of it together with other MPs, the VRU Secretariat and civil society organisations, as Ukraine is one of the world's leading countries in incorporating the Open Parliament agenda

The Parliament has fully or partially implemented 16 out of 20 actions of its theOpen Parliament Action Plan adopted by Decree of the Parliamentary Speaker on February 5 2016. Five civil society organizations received grants from the R4E Project to implement aspects of the action plan.

The Ukraine Open Parliament Action Plan was developed with UNDP support following the participation of Ukrainian Members of Parliament and civil society in the first Global Legislative Openness Conference in 2015.
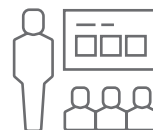
IN 2017, UKRAINE HOSTED THE SECOND GLOBAL LEGISLATIVE OPENNESS CONFERENCE

The Verkhovna Rada of Ukraine was selected to host the Second Global Legislative Openness conference on May 19 and 20 2017. This provided an opportunity for Ukrainian MPs, parliamentary staff, experts, and civil society to share their experiences in parliamentary openness with more than 300 delegates from over 50 countries. The Rada for Europe Project coordinated the organization of the event, in liaison with the global Open Government Partnership's Legislative Openness Working Group and Open Parliament Initiative in Ukraine. Keynote speakers, including MPs and experts from Europe and around the world shared their knowledge with Ukrainian and international participants on key topics including:

▶ Parliaments and the Open Government Partnership,
▶ Technology, Disinformation, and Fake News,
▶ Advancing Parliamentary Openness,
▶ Open Legislative Data: Opportunities and Best Practice
▶ Regulation of Lobbying and Parliamentary Ethics
▶ Open Budgets: Role of the Legislature

Global Legislative Openness Conference
Ukraine 2017

317
MPs, activists, experts and parliamentary staff

52
countries

MP'S REPORTING

Members of Parliament now have an online reporting tool **zvity.org** that generates reports on their activities in a structured manner. The tool automatically generates reader-friendly infographics that Members of Parliament can use in turn on social media. This is the result of a R4E project grant provided to CSO CHESNO movement, which developed a unified reporting template based on a survey of citizens' needs and interests. By law, Members of Parliament are expected to report to their citizens at least twice per year.

15%

In 2016, only **15**% had done so.

31%

After the new technologies were provided, the figure has risen to **31**% by 2018

AS THE RESULT OF SUPPORT PROVIDED BY THE PROJECT THROUGH THE CSO OPORA, THE OPEN DATA PORTAL HAS BEEN IMPROVED

To ensure access to the VRU committees meeting for citizens, where in-depth discussions are held and and key recommendations made, technical, expert and organisation support for online broadcasting at **7 COMMITTEES** have been provided by the project.

THE FOLLOWING INFORMATION IS AVAILABLE ON THE OPEN DATA PORTAL:

1. **Information on plenary meetings** of the Verkhovna Rada of Ukraine: daily agenda, plenary meetings transcripts.

2. **Information on consideration of issues on the agenda** of the Verkhovna Rada of Ukraine: list of agenda items, electronic registration of MPs, list of speakers on issues in the agenda, results of consideration, chronology of speeches, results of voting.

3. **Information on registered bills**: general information on legislative initiatives (number, registration date, URL, subject, etc.), authors of bills, initiators of introduction, information on consideration and passage

4. **Information on MPs**: general information (name, faction, profile committee, date of birth, position, district, etc.), assistants, statistics of electronic and personal registrations, MPs declarations

5. **Financial activity** of the Verkhovna Rada of Ukraine: information on the use of budget funds by appointment, by individuals and legal entities, by years; information on the use of official cars by MPs, expense of budget funds for MPs by categories: Transport, Salaries, Fund for MP's activities, Other, Rent, Assistants, Accommodation

SETS ARE AVAILABLE IN JSON AND CSV FORMATS

All information is available for the III to the VIII convocations of the Verkhovna Rada. There are also partial sets for the I-II convocations of the Verkhovna Rada.

The Portal has an **API** for downloading and updating texts (and their editions) of all regulatory documents contained in the Chapter "Ukrainian Legislation".

RADA FOR EUROPE EXPERT TEAM

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International Team Leader,
EU-UNDP Rada for Europe Project

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RADA FOR EUROPE

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VHERKHOVNA RADA OF UKRAINE

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Ukraine

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