

EVENT PROCEEDINGS



Supporting Decentralisation in Ukraine 2021-2022

Tuesday 11 May 2021









LAUNCH EVENT PROCEEDINGS

Opening remarks and introduction

Mr Ihor Korkhovyi, Deputy Minister for Communities and Territories Development of Ukraine, opened the event by stressing the longstanding cooperation between Ukraine, the OECD, and the EU Delegation, which has been instrumental in supporting successful regional development and decentralisation reforms in Ukraine. Several key achievements include the creation of 1469 unified territorial communities and 136 amalgamated districts, the success of the 2020 local elections, and the development of regional strategies and activity plans by 24 Ukrainian regions. Since the beginning of the decentralisation reform's implementation in 2014, subnational financial resources have increased significantly, which contributes to empowering local governments in delivering policies and public services needed locally. Looking ahead to the 2021-2022 period, the Ministry of Communities and Territories Development has set clear objectives and key priorities, including clarifying and improving the allocation of responsibilities across different levels of government in Ukraine, as well as the preparation of the amendments to the Constitution. In this perspective, a new State Strategy for Regional Development 2021-2027 was recently developed with the support of the OECD.

Mr Ulrik Knudsen, OECD Deputy Secretary-General, recalled that the OECD has accompanied Ukraine in its economic transformation since 1991, and that cooperation has greatly intensified since 2014. Ukraine's territorial reform is an important success in a field where many countries have tried and failed. Greater autonomy and flexibility in municipal management and investment decisions has fostered an ability to design and implement development plans that strongly match local needs and capacities. The reforms will support regional and local development and improve targeted public investment for balanced growth and greater citizen well-being. Challenges remain, however, including the need for Ukraine to clarify the assignment of roles and responsibilities amongst levels of government, to improve centre-of-government co-ordination for regional development and to strengthen local investment practices. The OECD Supporting Decentralisation in Ukraine 2021-2022 project provides an opportunity to review these challenges more closely, to identify good practices and to provide policy recommendations that can support the continued success of the reform agenda.

Mr Frederik Coene, Head of Cooperation, Delegation of the European Union to Ukraine, noted that the decentralisation process in Ukraine is helpful not only for reforming administrative structures, but also for improving local self-governance, by bringing power and decision-making competences to the people in the regions. Decentralisation reform is a pre-condition for other fundamental reforms, such as those concerning service delivery. The reform has had a significant impact on fighting corruption through improved local-level accountability, as well as on improving investment decisions and decision-making at the sub-national level. With regards to the post COVID-19 recovery, allocating more decision-making power to the local level would enable hromadas to tackle problems in the most efficient way possible. It is also important for Ukraine to tackle ongoing challenges, including the need to overcome disparities in service delivery and to improve the process of allocating funding to hromadas. The EU is committed to supporting decentralisation and regional development reforms in Ukraine, and the OECD is well placed as an organisation to advise on the reform process through the dissemination of best practices.

H.E. Mr Juris Poikāns, Ambassador of Latvia to Ukraine, stressed that Latvia has been strongly supporting OECD work in Ukraine, which is a strategic partner, within the framework of the OECD Eurasia Competitiveness Programme and Ukraine has been increasingly participating in various OECD committees, working groups, and programmes. This includes the work being carried out within the OECD Anti-Corruption Network, as well as recent work on the state-owned enterprises and corporate governance reviews of Ukrenergo and Naftogaz¹. Additional work under the OECD-EU SIGMA programme is helping to improve public service delivery in Ukraine at the national level. The decentralisation reform in Ukraine has also led to significant successes, and the OECD Supporting Decentralisation in Ukraine 2021-2022 project will help to consolidate gains. Latvia is committed to continue providing support to Ukraine, both bilaterally and as part of international initiatives.

¹ The OECD has just released a <u>Review of the Corporate Governance of State-Owned Enterprises in Ukraine.</u>

H.E. Mr Valdemaras Sarapinas, Ambassador of Lithuania to Ukraine, noted that Lithuania has been an active supporter of the OECD Eurasia Competitiveness Programme since 2014, which provides the perfect platform to exchange knowledge and good practices between the OECD and partner countries. Ukraine is undergoing many fundamental reforms, with decentralisation reform recognised internationally as one of its greatest achievements. The new regional structure will deliver greater efficiency in areas such as healthcare, infrastructure, education and land reform. The new law on land decentralisation, under which the state land will be transferred to local governments, is also a landmark reform. Success factors that have underpinned the decentralisation reform's implementation include the devolution of powers, the independence of local administrations and the adoption of new legislation, as well as increased transparency and civil society involvement in the reform's implementation. Prospects and challenges for bilateral and multilateral cooperation between Lithuania and Ukraine will be discussed in detail at the forthcoming Ukraine Reform Conference on 7-8 July 2021 in Vilnius.

Mr Miroslav Denci, Third Secretary, Embassy of the Slovak Republic to Ukraine, highlighted that Slovakia recognises Ukraine's achievements in its reform agenda and supports its European integration aspirations. The Slovak Republic and the EU are interested in a stable, secure, and prosperous Ukraine. Ukraine has been undergoing an extremely challenging period in its history, with the aggravation of the situation in Donbass and the ongoing COVID-19 pandemic. Despite the many challenges, moving forward with reforms will be crucial for Ukraine, including the country's successful decentralisation reform, which is not yet complete. The Slovak Republic is committed to supporting the Government of Ukraine, in particular in its work to reform further its judiciary system, improve the investment climate and business environment, fight corruption, and broaden cooperation with the civil society. OECD cooperation on these issues will be crucial.

Overview of OECD work supporting decentralisation in Ukraine: past and present

Ms Maria Varinia Michalun, Senior Project Manager, Decentralisation, Public Investment and Subnational Finance Division, OECD, stated that for the project Supporting Decentralisation in Ukraine 2021-2022, the OECD will be looking more closely at whether inter-regional disparities in terms of economic growth and labour productivity have declined, particularly now that Ukraine's amalgamation process and more placebased approach to regional development have acquired stronger roots. The new project builds on the 2018 study, and is comprised of two complementary pillars. Pillar 1 will provide an update on regional development trends in Ukraine, identify progress achieved, as well as persistent or new barriers to more inclusive and balanced development. The OECD will also look at some regional development drivers that are becoming increasingly important, especially in the context of the COVID-19 pandemic, such as greater digitalisation, and public service access and accessibility, including in more remote areas. It will also have a particular focus on horizontal and vertical co-ordination mechanisms, as well as investment processes. Pillar 2 will look at the conditions for a successful unified territorial community. The OECD will select specific amalgamated hromadas that have been successful in implementing decentralisation reform and will conduct a thorough analysis in order to understand the key factors leading to the positive outcomes. In so doing, special attention will be paid to the multi-level governance arrangements and inter-governmental relationships that influence locallevel success. Outputs for both pillars will include analytical reports and a series of capacity-building seminars organised by the OECD for Ukrainian stakeholders' benefit.

Panel discussion: what makes a successful hromada?

Ms Lyudmyla Damentsova, Deputy Executive Director, Association of Ukrainian Cities, suggested that a hromada may only be considered successful if the local citizens are satisfied with the quality of services, salaries and have additional opportunities to develop their own capabilities. This requires clear and high-quality legislation, sufficient financial resources, the involvement of local residents in local decision-making, as well as effective leadership. Local budget revenues have increased in Ukraine under the decentralisation reform, but local budget expenditures have grown even more significantly. Thus, more funding is required at the local level, particularly in the context of the COVID-19 pandemic. Key proposals made by the Association of Ukrainian Cities for the Ministry of Communities and Territories Development include the following:

- 30% of the SFRD budget allocated to UTCs, in order to develop the necessary infrastructure;
- Involving local self-government bodies as much as possible in the formulation of local regional policies;
- More transparent mechanisms should be ensured for the allocation of local funding;
- The share of Personal Income Tax (PIT) retained by UTCs should be increased to 65%;

There is also a strong need to equalise the financial and administrative capacities of hromadas.

Mr Yuriy Fomichev, Mayor of Slavutych, Kyiv Oblast stated that the key success factors for a successful hromada include:

- Quality of life in a community, the social infrastructure and services provided;
- Economic development including the number and quality of jobs in UTCs, level of incomes, employment rates, social guarantees, and other factors;
- Quality of recreation opportunities for access to high-quality leisure facilities;

When looking at the structure of local budgets, it is clear that challenges associated with increased budget expenditures have exceeded any new opportunities for additional own-source revenue, and particularly so in the context of COVID-19. UTCs have received a lot of new competences and responsibilities but lack sufficient resources to deliver. Personal Income Tax (PIT) should be used to compensate certain services and local expenses. More funding needs to be provided to municipalities to ensure the development of local infrastructure, high-quality services, as well as social, economic and labour market development. However, if the state is unable to provide the municipalities with additional financial resources, it should provide them with opportunities to generate the resources themselves, for example in the form of special economic zones.

Ms Lyudmyla Pavlinska, Head of Zavodske Village, Ternopil Oblast, suggested that the creation of UTCs aims to improve the lives of citizens in their municipalities and make services more accessible. Rayon level authorities initially did not believe UTCs would have sufficient administrative capacity to deliver services effectively and have been proven wrong. Local budgets have increased significantly, which can be attributed to improved budget management, revenue streams and stakeholder communication. However, local expenditure obligations have also increased and UTCs will need additional financial resources in order to be able to cope with their increased tasks and responsibilities. With regards to service delivery at the local level, it is crucial to know how to co-operate and communicate effectively with other mayors in order to deliver services in the most efficient way possible, as Zavodske has done on inter-municipal agreements to provide water supply, sewage, social services and sports facilities.

Highlights from the question and answer session

Mr Ihor Korkhovyi, Deputy Minister for Communities and Territories Development of Ukraine, suggested that gaps in public service delivery in Ukraine are predominantly linked to financing, and international financial institutions (IFIs) should support municipalities in this regard.

Mr Yuriy Fomichev, Mayor of Slavutych, Kyiv Oblast and Ms Lyudmyla Pavlinska, Head of Zavodske Village, Ternopil Oblast, stated that Public-Private Partnerships (PPPs) can help to secure more successful municipal outcomes, and PPP mechanisms should be integrated into local projects.

Ms Maria Varinia Michalun, Senior Project Manager, Decentralisation, Public Investment and Subnational Finance Division, OECD, highlighted that PPPs can add value in the absence of local public financial resources, but in order to be managed effectively, they require local capacity and expertise.

Concluding remarks

Ms Gabriela Miranda, Country Manager for Ukraine, Global Relations Secretariat, OECD, noted that effective co-ordination between different levels of government is critically important for Ukraine, including in terms of

investment, budgets, multi-level governance, and other issues. The OECD will support these processes in Ukraine.

Ms Natalia Starostenko, Sector Manager, Regional and local development, Delegation of the European Union to Ukraine stressed that by *moving forward together*, stakeholders will overcome the remaining challenges to effective local governance in Ukraine.

ANNEX A: AGENDA

Project Launch Event Supporting Decentralisation in Ukraine 2021-2022 Virtual meeting – Tuesday 11 May 2021

Moderator: Mr Bill Tompson, Head of Eurasia Division, Global Relations Secretariat, OECD

15:30-16:00 (Kyiv time)

Welcome and opening remarks

- Mr Ihor Korkhovyi, Deputy Minister for Communities and Territories Development of Ukraine
- H.E. Mr Ulrik Knudsen, Deputy Secretary-General, OECD
- Mr Frederik Coene, Head of Cooperation, Delegation of the European Union to Ukraine
- H.E. Mr Juris Poikāns, Ambassador of Latvia to Ukraine
- H.E. Mr Valdemaras Sarapinas, Ambassador of Lithuania to Ukraine
- Mr Miroslav Denci, Third Secretary, Embassy of the Slovak Republic to Ukraine

16:00-16:20 (Kyiv time)

Overview of OECD work supporting decentralisation in Ukraine: past and present

Building on the key findings of previous work by the OECD in Ukraine, this session will present the project's objectives, expected outcomes and key activities. It will also explain how subnational governments can contribute to its implementation.

• Ms Maria Varinia Michalun, Senior Project Manager, Decentralisation, Public Investment and Subnational Finance Division, OECD

Question and answers about the project

16:20-17:00 (Kyiv time)

Panel discussion: What makes a successful hromada: the perspective of mayors and associations

Selected mayors and representatives of two associations of local governments share their insights into what makes an amalgamated hromada successful and how local leaders contribute to regional development. They will also discuss whether, as amalgamated communities, they have more effective tools to manage the COVID-19 crisis and advance the post-pandemic recovery in their region.

- Ms Lyudmyla Damentsova, Deputy Executive Director, Association of Ukrainian Cities
- Mr Yuriy Fomichev, Mayor of Slavutych, Kyiv Oblast
- Ms Lyudmyla Pavlinska, Head of Zavodske Village, Ternopil Oblast

17:00-17:25 (Kyiv time)

Open discussion with panellists and OECD

Question and answer session with the audience about the key characteristics of a successful hromada, how hromadas contribute to regional development, and whether priorities for regional and local development should be adjusted in light of COVID-19.

17:25-17:30 (Kyiv time)

Concluding remarks

- Ms Gabriela Miranda, Country Manager for Ukraine, Global Relations Secretariat, OECD
- Ms Natalia Starostenko, Sector Manager, Regional and local development, Delegation of the European Union to Ukraine

ANNEX B: PRESENTATIONS















Supporting Decentralisation in Ukraine 2021-2022

Official project launch meeting 11 May, 2021

Overview

The OECD and Ukraine

2 Past projects and key recommendations

Regional development and decentralisation in Ukraine

4 Project description and timeline



The OECD and its collaboration with Ukraine





37 members countries + the European Union

- Forum for inter-governmental co-operation
- Data analysis & comparison to predict future trends
- Establishment of international standards in various spheres
- Capacity-building and development of practical tools



- Collaboration with Ukraine since 1991
- First Memorandum of Understanding signed in 2014 and prolonged with the Cabinet of Ministers until 2025
- Action Plan under MoU has three pillars:





II:
Investment
and
Business
Climate



Project "Supporting Decentralisation in Ukraine"



Past projects and key recommendations

2014: "OECD Territorial Review of Ukraine"

Focus:

- Regional development trends
- Sub-national governance system
- Local service provision

Recommendation focus:

- Reenforcing place-based regional development
- Strengthening co-ordination mechanisms
- Managing municipal fragmentation
- Revising financing arrangements for improved service delivery



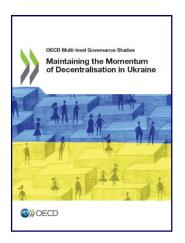
2018: "Maintaining the Momentum of Decentralisation in Ukraine"

Focus:

- Regional development trends and advances, since 2014
- Multi-level governance and decentralisation reform
- Fiscal decentralisation and public investment
- Public transport (case study)

Recommendation focus:

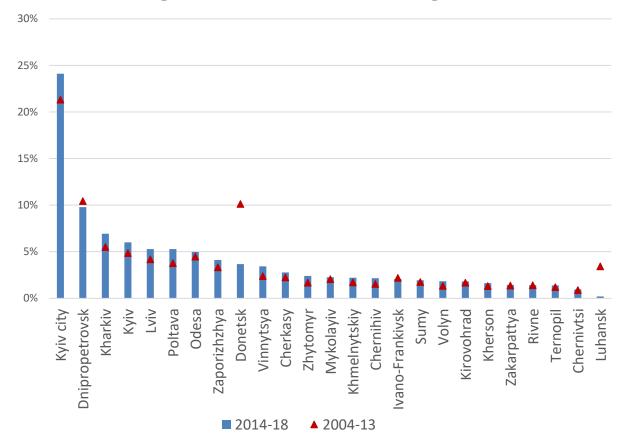
- Boosting productivity and reducing inequalities
- Reinforcing regional development
- Advancing decentralisation and improving fiscal frameworks
- Optimising subnational public investment
- Improved public services delivery through more efficient management tools



Growth in Ukraine has been highly concentrated

- Kyiv (City) contributed close to
 25% of GDP growth
- Kyiv (City) and Kyiv Oblast contributed to approx. 28% of GDP growth
- Together, 4 out of 24 oblasts and Kyiv (City) contributed to approx.
 50% of GDP growth
- Donbas conflict severely affected the contribution of the eastern oblasts **Donetsk and Luhansk** to national GDP growth

Regional contribution to GDP growth





Recent advances and remaining challenges in multi-level governance and sub-national finance



Amalgamation is the cornerstone of Ukraine's decentralisation reform

- Over 10.000 hromadas amalgamated into 1 470 United Territorial Communities (UTC) by 2020 (first voluntary, later mandatory).
- Results: more empowered local authorities, with higher budgets, and positive change in the quality and type of services provided.



State Strategy for Regional Development 2021-2027 adopts an integrated, place-based approach

- Combined top-down and bottom-up approach to regional development policy. To be implemented by all levels of government.
- New National Economic Strategy 2030 takes into account balanced regional development.
- Investments in both "hard" and "soft" development projects with consideration for oblasts' problems and development potential.
- Oblasts classified into functional types (macro/micro-regions and points of economic growth).



However, ongoing challenges to effective regional development and decentralisation include:

- Significant local disparities in economic development, local service delivery, and citizen satisfaction.
- Instability in the mechanisms and criteria used for the distribution of project funding.
- Uncertainty regarding assignment of responsibilities across levels of government.
- Unsystematic use of funds by certain national and sub-national authorities.

"Supporting Decentralisation in Ukraine 2021-2022" project

Pillar 1:

Advances in regional development

Focus

- Update on regional development trends
- In-depth look at the subnational fiscal and investment environment for regional development

Pillar 2:

The factors to a successful UTC

Focus

- Comparative analysis of "leading" and "under-performing" UTCs.
- Contribution of the multi-level governance and inter-governmental relationships to local-level success



OECD support to decentralisation in Ukraine: 2021-2022

Pillar 1:

Advances in regional development

Outputs

Analytical report

 Report with recommendations to advance regional development performance in Ukraine

Capacity building

Final international seminar

Implementation support

Strengthening co-operation for regional development across sectors

Pillar 2:

The factors to a successful UTC

Outputs

Analytical report

 Report highlighting success factors and recommendations for lower performing UTCs.

Capacity building

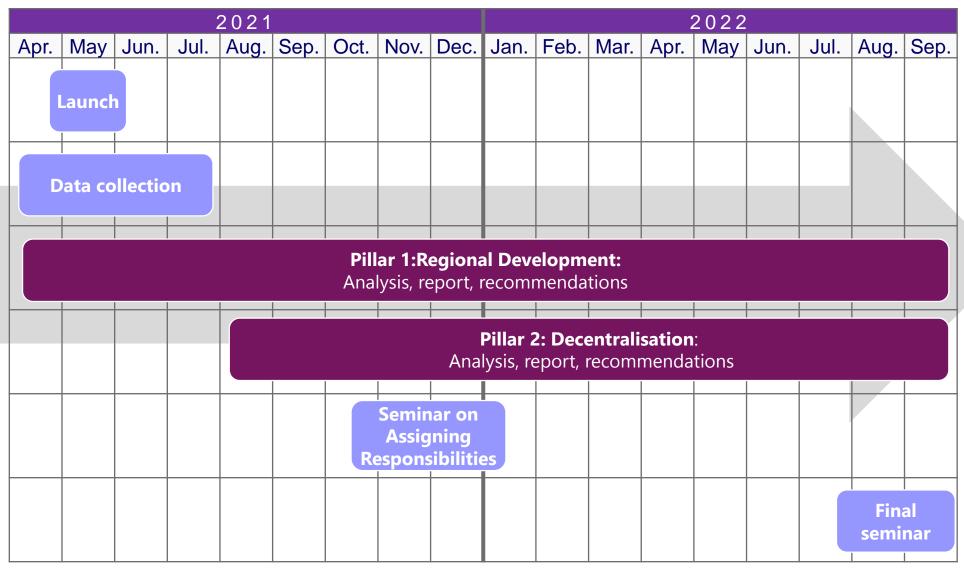
 Seminar on "Assigning Responsibilities among Levels of Government" + Working paper

Implementation support

 High-level meeting to discuss findings, recommendations, and identify delivery mechanisms and actions



Project milestones and timeline











oe.cd/UAdecentralisation



Thank you!

Contact details:

Ms Gabriela Miranda

Country Manager for Ukraine **OECD Global Relations** gabriela.miranda@oecd.org

Ms Varinia Michalun

Project Manager, Policy Analyst **OECD Regional Development Policy** mariavarinia.michalun@oecd.org

ANNEX C: LIST OF PARTICIPANTS

1. Oleksandr Dudka Expert All-Ukraine Network of Dudka Experts and Practitioners 2. Olga Bazarna Expert All-Ukrainian Association of Hromadas 3. Valentyna Executive Director Association of Amalgamated Poltavets President Employers Ukraine Employers 4. Oleksandr Chumak Employers 5. Lydmyla Deputy Executive Association of Ukrainian Ukraine Employers 6. Anders Aslund Senior Fellow Atlantic Council United States 7. Thomas Schnöll Ambassador Austrian Delegation to the OECD Austrovska Deputy Business Gregirchak Ombudsman Eadous On Desk Officer Business Ombudsman Ukraine Ordical Ordical Ukraine Ordical Ordical Ordical Ukraine Ordical Ord	No.	Participants	Position	Organisation	Country
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21.	lelyzaveta Zhuravska	Trade Commissioner	Embassy of Canada	Canada
22.	Vlad Ionescu	First Secretary	Embassy of Canada	Canada
23.	Nicola Kim	First Secretary	Embassy of Canada	Ukraine
24.	Juris Poikāns	Ambassador of Latvia to Ukraine	Embassy of Latvia to Ukraine	Latvia
25.	Valdemaras Sarapinas	Ambassador	Embassy of the Republic of Lithuania to Ukraine	Lithuania
26.	Matus Korba	Deputy Head of Mission	Embassy of the Slovak Republic to Ukraine	Slovakia
27.	Kseniia Druzhchenko	Second Secretary	Embassy of Ukraine in France	Ukraine
28.	Tomasz Ostropolski	Decentralisation Policy Officer	EU Delegation to Ukraine	Ukraine
29.	Natalia Starostenko	Sector Manager, Regional and Local Development	EU Delegation to Ukraine	Ukraine
30.	Frederik Coene	Head of Cooperation	EU Delegation to Ukraine	Ukraine
31.	Xavier Camus	Head of Section	EU Delegation to Ukraine	Ukraine
32.	Andrew D'Anieri	Program Assistant	Eurasia Center, Atlantic Council	United States
33.	Maria Povshak	Head of The Department of Legal Support and Detection of Corruption	Executive Committee of Brody City Council	Ukraine
34.	Natalia Lyskova	Head of Division	Executive Committee of Korosten City Council	Ukraine
35.	Olga Krymova	Specialist of the First Category of the Executive Committee Of the Pokrovsky Village Council	Executive Committee of the Pokrovsky Village Council	Ukraine
36.	Alysa Chernenko	Head of the Department for Economic Development and Investment	Executive Committee of the Pokrovsky Village Council	Ukraine
37.	Kateryna Prylepa	Leading Specialist of the Economic Development and Investment Department	Executive Committee of the Pokrovsky Village Council	Ukraine
38.	Yevheniy Krahel	Head of the Investment Attraction Sector	Executive Committee of the Pyriatyn City Council of Poltava Region	Ukraine
39.	Lyudmyla Mykytyon	Head of The Department for Economic Development and Investment	Executive Committee of Slobozhanska Village Council	Ukraine

40. Alexander Kleibrink Senior Policy Officer Economic Cooperation and Development 41. Yuriy Petriv Head of Department Financial Department of Boryslav City Council 42. Leonyd Shmorhun 43. Igor Arbatov Chairman of The Board 44. Lisbeth Müller-Hofstede 45. Mariya Yaroshko Adviser Voznyuk 47. Andrej Horvat Deputy Programme Director Assiblica Kosheliuk Development Adviser Dialogue and Citizens' Engagement Advisor Senior Policy Officer GIZ Ukraine GIZ Okraine GIZ	
Development	
41. Yuriy Petriv Head of Department Boryslav City Council Ukraine 42. Leonyd Shmorhun Chairman First All-Ukrainian Agricultural Service Ukraine 43. Igor Arbatov Board Chairman of The Board Future Development Agency Ukraine Ukraine 44. Lisbeth Müller-Hofstede German Embassy Kyiv Germany Germany 45. Mariya Yaroshko Deputy Director German-Ukrainian Agricultural Policy Dialogue Ukraine 46. Natalya Voznyuk Adviser GIZ Ukraine 47. Andrej Horvat Director GIZ Ukraine 48. Ljubica Kosheliuk Regional Dialogue and Citizens' Engagement Advisor GIZ Ukraine 49. Nina Basok Junior Municipal Dialogue and Citizens' Engagement Advisor GIZ Ukraine 50. Caitlin Keaney Senior Development Global Affairs Canada Canada	
Boryslav City Council	
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43. Igor Arbatov Chairman of The Board Future Development Agency Ukraine 44. Lisbeth Müller-Hofstede Senior Policy Officer German Embassy Kyiv Germany 45. Mariya Deputy Director German-Ukrainian Ukraine Yaroshko Agricultural Policy Dialogue 46. Natalya Voznyuk GIZ Ukraine 47. Andrej Horvat Deputy Programme Director GIZ Ukraine 48. Ljubica Regional Kosheliuk Development Adviser GIZ Ukraine 49. Nina Basok Junior Municipal Dialogue and Citizens' Engagement Advisor 50. Caitlin Keaney Senior Development Global Affairs Canada Canada	
44.Lisbeth Müller- HofstedeSenior Policy OfficerGerman Embassy KyivGermany45.Mariya YaroshkoDeputy DirectorGerman-Ukrainian Agricultural Policy DialogueUkraine46.Natalya VoznyukAdviserGIZUkraine47.Andrej HorvatDeputy Programme DirectorGIZUkraine48.Ljubica KosheliukRegional Development AdviserGIZUkraine49.Nina BasokJunior Municipal Dialogue and Citizens' Engagement AdvisorGIZUkraine50.Caitlin KeaneySenior DevelopmentGlobal Affairs CanadaCanada	
Hofstede 45. Mariya Deputy Director German-Ukrainian Ukraine 46. Natalya Voznyuk 47. Andrej Horvat Deputy Programme Director 48. Ljubica Regional Kosheliuk Development Adviser 49. Nina Basok Junior Municipal Dialogue and Citizens' Engagement Advisor 50. Caitlin Keaney Senior Development Global Affairs Canada	
45.Mariya YaroshkoDeputy Director Agricultural Policy DialogueUkraine46.Natalya VoznyukAdviserGIZUkraine47.Andrej Horvat DirectorDeputy Programme DirectorGIZUkraine48.Ljubica KosheliukRegional Development AdviserGIZUkraine49.Nina BasokJunior Municipal Dialogue and Citizens' Engagement AdvisorGIZUkraine50.Caitlin KeaneySenior DevelopmentGlobal Affairs CanadaCanada	
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46. Natalya Voznyuk 47. Andrej Horvat Deputy Programme Director 48. Ljubica Regional Development Adviser 49. Nina Basok Junior Municipal Dialogue and Citizens' Engagement Advisor 50. Caitlin Keaney Senior Development Global Affairs Canada	
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47. Andrej Horvat Deputy Programme Director GIZ Ukraine 48. Ljubica Kosheliuk Regional Development Adviser Ukraine 49. Nina Basok Dialogue and Citizens' Engagement Advisor GIZ Ukraine 50. Caitlin Keaney Senior Development Global Affairs Canada Canada	
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Citizens' Engagement Advisor 50. Caitlin Keaney Senior Development Global Affairs Canada Canada	
Advisor 50. Caitlin Keaney Senior Development Global Affairs Canada Canada	
50. Caitlin Keaney Senior Development Global Affairs Canada Canada	
Officer, Ukraine	
51. Oksana Doctoral Student Institute of Industrial Ukraine Economics of the National	
Borodyna Economics of the National Academy of Sciences of	
Ukraine	
52. Olga Novykova Deputy Director of Institute of Industrial Ukraine	
the Institute Economics of the National	
Academy of Sciences of	
Ukraine	
53. Vyacheslav Head of Department Institute of Industrial Ukraine	
Lyashenko Economics of the National	
Academy of Sciences of	
Ukraine	
54. Iryna Head of Sector Institute of Industrial Ukraine	
Pidorycheva Economics of the National	
Academy of Sciences of Ukraine	
55. Gabriel Chief of Party HOVERLA Activity United States	
Abraham Chief of Party Hovekea Activity Officed States	
56. Andriy Ljubych Chairman Instytut Finansiv ta Prava, Ukraine	
GO	
57. Crystal Baransi Advisor Israeli Delegation to the Israel	
OECD	
58. Valentyna Researcher Japan Society of Russian and Japan	
Romanova East European Studies	

59.	Anna Tsvetkova- Kanyuk	Paediatrician	Kharkiv Regional Children's Clinical Hospital №1	Ukraine
60.	Karina Leja	Dhom		Latvia
61.	Janis Glazkovs	Counsellor		Latvia
62.	Vasyl Abaimov	Executive Director	Lviv Regional Branch, Association of Ukrainian Cities	Ukraine
63.	Darja Zorko Mencin	Senior Expert	MA ESF	Slovenia
64.	Dalia Kadisiene	Head of Division	Ministry of Foreign Affairs of Lithuania	Lithuania
65.	Rafal Frac	Counsellor	Ministry of Foreign Affairs	Poland
66.	Marija Gordina	Third Secretary	Ministry of Foreign Affairs of Latvia	Latvia
67.	Darta Burcenko	Third Secretary	Ministry of Foreign Affairs of Latvia	Latvia
68.	Galina Markovich	Civil Servant		Ukraine
69.	Martyna Wieczorek	Senior Expert	Ministerstwo Rozwoju, Pracy i Technologii	United States
70.	Maryna Kupchuk	Deputy Head of international investment cooperation division	Ministry for Development of Economic, Trade and Agriculture of Ukraine	Ukraine
71.	Igor Korkhovyi	Deputy Minister on EU Integration	Ministry for the Communities and Territories Development of Ukraine	Ukraine
72.	Jan Kucicki	Chief Specialist	Ministry of Development Funds and Regional Policy	Poland
73.	Kateryna Koretska	Chief Specialist of the Directorate for Strategic Planning and European Integration	Ministry for Communities and Territories Development of Ukraine	Ukraine
74.	Anastasiia Sulakova	Chief specialist	Ministry of Digital Transformation of Ukraine	Ukraine
75.	Milena Leonowicz	Expert	Ministry of Economic Development, Labour and Technology	Poland
76.	Jevgenija Butnicka	Deputy Director of the State Sustainable Development Planning Department, Head of Regional Development Planning Division	Ministry of Environmental Protection and Regional Development	Latvia
77.	Tiiu Mõtus	Desk Officer for Development Cooperation	Ministry of Foreign Affairs	Estonia

78.	Liene	Senior Officer	Ministry of Foreign Affairs	Latvia
70.	Graholska	Semor officer	William y Of Foreign / Wilding	Latvia
79.	Lenka	Director, Department	Ministry of Foreign and	Slovakia
	Mihaliakova	of International	European Affairs	
		Economic		
		Organizations		
80.	Oleksandr	Director of	Ministry of the Digital	Ukraine
	Koompaniiets	department	Transformation of Ukraine	
81.	Inna	Head Specialist	Ministry of Justice of	Ukraine
- 02	Grechushkina	Challe E. and a Caller	Ukraine	111
82.	Myroslava Fedoriv	State Expert of the	Ministry of Justice of Ukraine	Ukraine
	redonv	Expert Group for Coordination of	Okraine	
		Donor Assistance to		
		the Directorate for		
		Strategic Planning		
		and European		
		Integration		
83.	Viktor	Head of the Expert	Ministry of Justice of	Ukraine
	Horlenko	Group for	Ukraine	
		Coordination of		
		Donor Assistance to		
		the Directorate for		
		Strategic Planning		
		and European		
		Integration		
84.	Nataliya	Director General of	Ministry of Justice of	Ukraine
	Panchuk	the Directorate for	Ukraine	
		Strategic Planning		
		and European Integration		
85.	Nataliya	Professor	National Academy of Public	Ukraine
05.	Vasyl'yeva	110103301	Administration under the	Ollianie
			President of Ukraine	
86.	Angie	OECD affairs	National Planning	Colombia
	Contreras		Department	
87.	Alla Dvyhun	Chief Consultant of	National Institute for	Ukraine
		the Center for	Strategic Studies	
		Regional Studies		
88.	Sofiy	Analyst	NGO European Dialog	Ukraine
	Oleksander	111.61.	No. of A. of C.	Al
89.	Elita Cakule	Head of International	Norwegian Association of	Norway
		Projects' Department	Local and Regional Authorities	
90.	Christian	Advisor	Norwegian Association of	Norway
90.	Larsen	AUVISUI	Local and Regional	INUIWay
	Laiseii		Authorities	
91.	Yuryy	Development	Novos Development	Ukraine
]	Levchenko	Director		
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92.	Andriy Protas	Student	Odessa Regional Institute of	Ukraine
32.	7 than y 11 ocus	Student	Public Administration of the	ORIGINE
			National Academy of Public	
			Administration under the	
			President of Ukraine	
93.	Manuel Barros	CFE/RDG	OECD	Chile
94.	Isabelle Chatry	Senior Policy Analyst	OECD	France
95.	Maria Zelenova	Intern	OECD	France
96.	Ulrik Knudsen	Deputy Secretary- General	OECD	France
97.	Talisa zur Hausen	Policy Analyst	OECD	France
98.	Yingyin Wu	Policy Analyst	OECD	France
99.	Peline Atamer	Policy analyst	OECD	France
100.	Amélie Schurich-Rey	Economist	OECD	France
101.	Courtenay Wheeler	Policy Analyst	OECD	France
102.	Nikolina Jonsson	Assistant	OECD	France
103.	Boryana Kiskinova	Consultant	OECD	France
104.	Nelly Petkova	Economist/Policy analyst	OECD	France
105.	Geoff Uptno	Policy Analyst	OECD	France
106.	Kaori Miyamoto	Senior Policy Analyst	OECD	France
107.	Anna Alekseeva	Intern	OECD	France
108.	Fernando Riaza	Policy Analyst	OECD	France
109.	Hyunjoon Cho	Senior Policy Analyst	OECD	France
110.	Rudiger Ahrend	Head of Division	OECD	France
111.	Jolanta Chmielik	Budget officer	OECD	France
112.	Stephan Visser	Policy Analyst	OECD	Netherlands
113.	Salomé Will	Junior Policy Analyst	OECD	France
114.	Daniel Quadbeck	Senior Policy Analyst	OECD	France
115.	Gabriela Miranda	Country Manager for Ukraine	OECD	France
116.	Mykhailo Semchuk	Local Consultant	OECD	Ukraine
117.	Varinia Michalun	Senior Project Manager/Policy Analyst	OECD	United States
118.	William Tompson	Hetman	OECD	United States
119.	Anna Shalimova	Project Officer	OSCE	Ukraine

120.	Sonja Schragen	Erstzugeteilte	Embassy of Austria in Ukraine	Austria
121.	Petr Gandalovic	Ambassador	Permanent Delegation of the Czech Republic to the OECD	Czech Republic
122.	Helena	DPR	Permanent Delegation of the Czech Republic to the OECD	Czech Republic
123.	András Hlács	Counsellor	Permanent Delegation of Hungary to OECD	Hungary
124.	Sintija Rupjā	DPR	Permanent Delegation of Latvia to the OECD	Latvia
125.	Dovile Pauzaite	First Secretary	Permanent Delegation of Lithuania to the OECD	France
126.	Lina Viltrakiene	Ambassador and Permanent Representative	Permanent Delegation of Lithuania to the OECD	France
127.	Ewa Kubel	DPR	Permanent Delegation of Poland to the OECD	France
128.	Frantisek Ruzicka	Ambassador	Permanent Delegation of Slovakia the OECD	Slovakia
129.	Ivona Gallova	DPR	Permanent Delegation of Slovakia to the OECD	Slovakia
130.	Dominika Karabová	Intern	Permanent Delegation of Slovakia to the OECD	Slovakia
131.	Ilja Skrilnnikov	Referent	Permanent Delegation of Germany to the OECD	Germany
132.	Olena Yarish	Head of the Department of Finance and Banking	Poltava University of Economics and Trade (Institution of Higher Education of the Central Union of Consumer Associations of Ukraine)	Ukraine
133.	Olha Mirnaya	Lecturer	Poltava State Agrarian University	Ukraine
134.	Ihor Molozhanov	Director	"PRIME Technics" Company	Ukraine
135.	Lyudmyla Nef'odova	Project Manager	Project of the "Renaissance" Fund for the Implementation of Program and Project Management	Ukraine
136.	Andriy Simonov	Mayor	Pyriatyn City Council	Ukraine
137.	Iryna Soldatova	Head of the Department of Economy and Agro-	Pyriatyn City Council	Ukraine

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		industrial		
120	Jamas Cuatanaia	Development	DE CODMA dio o	Slovenia
138.	Janez Sustersic	Independent expert for U-LEAD, and for	RE-FORMA, d.o.o.	Siovenia
		OECD on EaP SME		
139.	Daniel-Yves	strategies Délégué permanent	Représentation Permanente	France
133.	Taupenas	au Comité des	de la France auprès de	Trance
	Таиреназ	relations extérieures	l'OCDE	
		de l'OCDE	TOEBL	
140.	Yurii Orel	Associate Professor	Research Institute of Public	Ukraine
		of Personnel	Administration of Kharkiv	
		Management and	National University, named	
		Entrepreneurship	after Karazina	
141.	Ieva Kalnina	Team Leader of	SALAR	Ukraine
		Swedish-Ukrainian		
		Decentralisation		
		Project		
142.	Andriy Bega	Director, Public	Secretariat of the Cabinet of	Ukraine
		Administration	Ministers of Ukraine	
		Directorate		
143.	Oleksandr	State Expert	Secretariat of the Cabinet of	Ukraine
	Melnychenko		Ministers of Ukraine	
144.	Dmytro	General Director for	Secretariat of Cabinet of	Ukraine
	Shevchuk	Policy Coordination	Ministers of Ukraine	
		and Strategic		
4.45	01.1."	Planning		111 .
145.	Oleksii	State expert in	Secretariat of Cabinet of	Ukraine
	Voloshyn	Directorate for Policy	Ministers of Ukraine	
		Coordination and		
146.	Ayder	Strategic Planning Expert	SKL	Ukraine
140.	Seiytosmanov	Expert	SKL	Oktaille
147.	Yuriy	Mayor	Slavutych City Council	Ukraine
,.	Fomychev	l mayor	Siaracychi eley edamen	Ollianie
148.	Natalia	Secretary	Slavutych City Council	Ukraine
-	Gantymurova	,		
149.	Taysyya	Leading Researcher	State Institute of Economics	Ukraine
	Bondaruk	of the Public Finance	and Forecasting of the	
		Department	National Academy of	
			Sciences of Ukraine	
150.	Lyudmyla	Head of Department	State Institute of Economics	Ukraine
	Deyneko		and Forecasting	
151.	Yurii Vdovenko	Advisor	SURGe	Ukraine
152.	Iryna Skaliy	National Programme	Swedish Embassy in Ukraine	Ukraine
450	Lander La	Officer	Tamas il Oblini	I I I I I I I I I I I I I I I I I I I
153.	Lyudmyla	Head of Zavodske	Ternopil Oblast	Ukraine
1 - 1	Pavlinska	Village	Tornanil Oblast Basicas	Ukraino
154.	Natalia Onyshchuk	Head	Ternopil Oblast Regional Centre for "U-LEAD with	Ukraine
	Ollysticliuk		Europe" Programme	
		1	Larope Frogramme	

155.	Yana Yatsenko	Lawyer	Tetratech	Ukraine
156.	Diana Korskaite	DH Sector Lead,	Tetratech	Ukraine
		USAID ESP		
157.	Nataliia	President	The Club of Economists	Ukraine
	Harashchenko			
158.	Yuriy Bova	Mayor	Trostyanets City Council	Ukraine
159.	Oleksandr	Secretary of the City	Turkiv Community	Ukraine
	Hvozdins'kyy	Council		
160.	Tamara	Environmental	UBTA	Ukraine
	Kutonova	Consultant		
161.	Tatiana Kvasha	Head of Department	Ukrainian Institute of	Ukraine
			Scientific and Technical	
			Expertise and Information	
162.	lain Mackie	Principal Strategy	U-LEAD with Europe	Ukraine
		Advisor to the GIZ		
		Programme Director		
163.	Serhiy	Regional	UNDP	Ukraine
	Maksymenko	Development Advisor		
164.	Oleksandr	Supporting Functions	USAID AGRO Project	Ukraine
	Osovets	Team Lead		
165.	Brian Kemple	Chief of Party	USAID DOBRE Project in	Ukraine
			Ukraine	
166.	Anhela Bochi	PFM expert	USAID/DOBRE Global	Ukraine
			Communities	
167.	Min Chang	Acting Economic	USOECD	United States
		Counselor		
168.	Victor	Conference		Belgium
	Shevchenko	Interpreter		
169.	Bogdan Kirlik	Head	Velikobereznyanskaya	Ukraine
			Hromada	
170.	Dmytro Gurin	MP	VRU	Ukraine