



Collaboration Between  
Government & Civil Society Organisations  
in the Sphere of Ecology in Ukraine:

# **STAKEHOLDERS MAPPING & BEST PRACTICES**

# MAPPING KEY STAKEHOLDERS

## in the Sphere of Ecology in Ukraine

This paper summarizes key findings of the stakeholders mapping in the sphere of environment protection and climate change in Ukraine. It is supposed to be used together with the annexes which provide extensive data on each of the mentioned stakeholders. This paper serves as a descriptive document of the stakeholders' map and outlines key tendencies and characteristics of the data collected.

Based on the input from the World bank, the stakeholders are divided into four groups, which are:

- 1.** civil society organizations (CSOs);
- 2.** government agencies (central level);
- 3.** local government agencies;
- 4.** international organizations working in Ukraine.

# STAKEHOLDER 1: Civil Society Organizations

The analysis of CSOs working with the environment-related issues in Ukraine, which included the desk research and the short interviews with the leading organizations, resulted in the list of 122 organizations. Although the number of CSOs seems to be relatively high, it should be noted that not all of the listed organizations are actively operating and have a strong position in advocating important decisions, educating citizens or participating in the policy-making process. To differentiate the level of their activity as well as the influence of these organizations, two groups are identified as: 1) active organizations; 2) organizations with a limited impact.

**Active organizations** constitute the majority of the listed CSOs, which is 103 organizations. These organizations have either websites or active social media pages which are permanently updated, the contact information is available and the information about their activity is provided regularly. These organizations deliver their functions as CSOs, working with citizens' education, advocacy or participating in decision-making processes in the sphere of their competence (mainly on local level). This regional distribution of organizations playing an active role is demonstrated on the chart below.

## Regional Distribution of Organizations

\*active organizations only



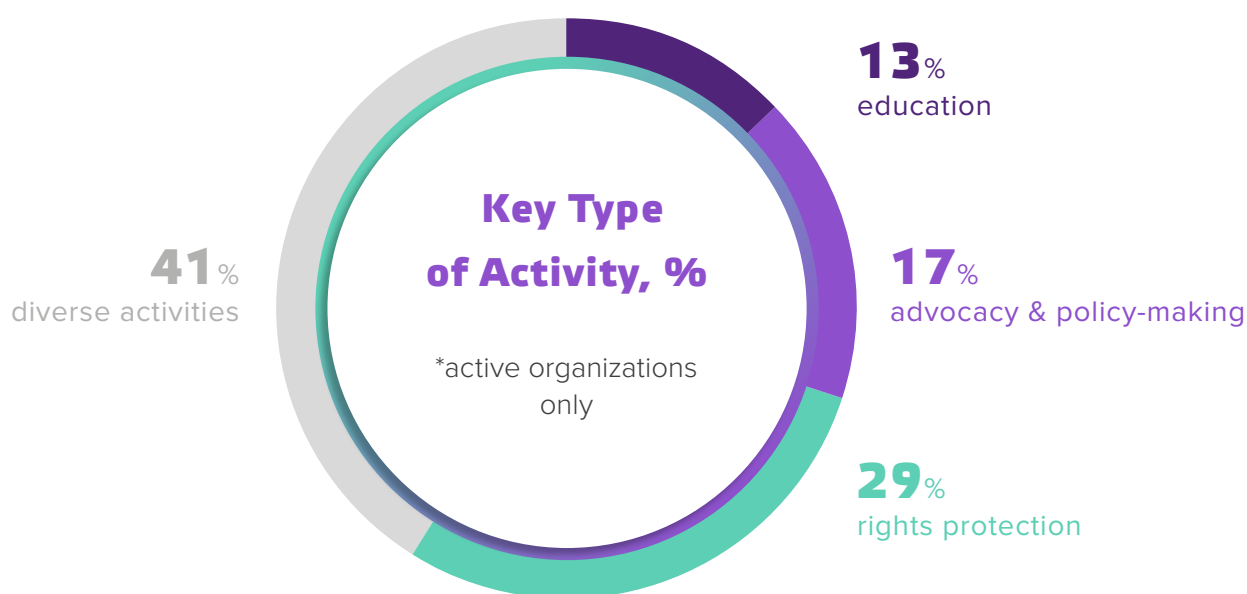
The greatest share, which consists of 34 organizations, are all-Ukrainian CSOs working along the territory of the country with the regional branches in different cities and towns. Kyiv also has a strong position with 21 active organizations working with the environment-related issues. However, there are only four other cities which have 5 or more CSOs working in the sphere of environment protection and climate change, namely: Dnipro (7), Uzhhorod (6), Kharkiv (6), Vinnytsia (5) and Lviv (5).

The organizations with a **limited impact** are mainly represented by CSOs which used to be active actors in the sphere, however, have no recent signs of activity. This category consists of 19 organizations which have either a website, social media pages or were mentioned in the media in the context of their projects. It could be assumed that these organizations stopped their operation or are facing institutional or financial challenges.

Additionally, the analysis revealed a significant number of the organizations listed in the register of the legal entities, however, have no visible signs of actual activities: neither website or social media pages are available. Therefore, it could be assumed that these CSOs are **formally registered** with no intention or capacity to deliver the traditional functions of CSOs and have no influ-

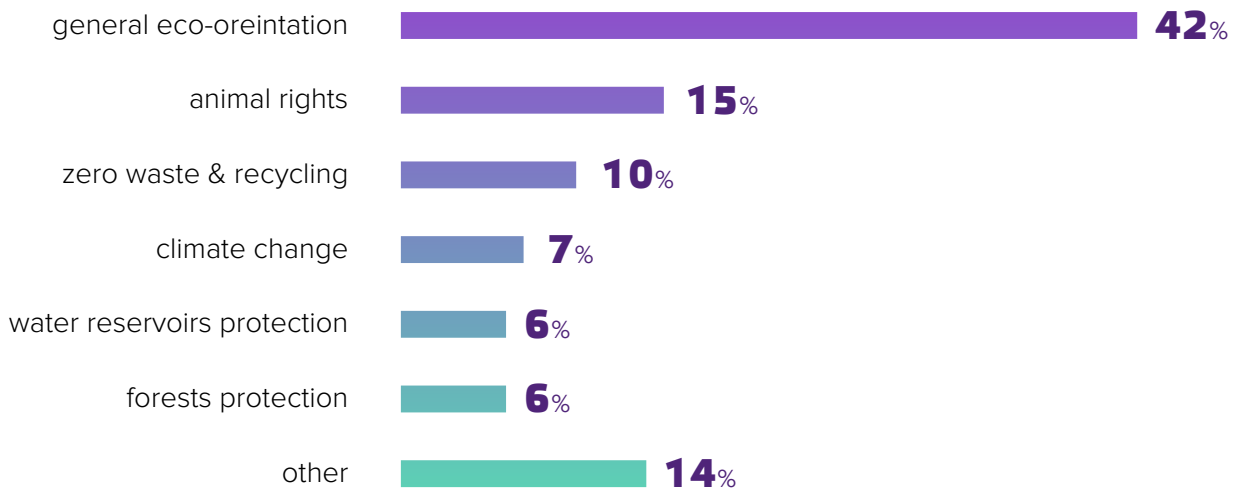
ence on policy-making process at all or it is very limited. However, these organizations were occasionally mentioned in the formal documents of the local government agencies as participating in the advisory boards or in working groups on different decisions. The possible reasons behind it could be that these organizations were registered with the purpose of legitimizing local government decisions by demonstrating the formal inclusion of CSOs in the process. These organizations are not included in the list of stakeholders due to limited impact in the sphere and their formality.

Concerning the type of activity these organizations focus on, the main four groups could be outlined: 1) general eco-oriented organization, which have no one particular type of activity dominating and work on variety of the projects in the sphere of ecology account for 41% of all organizations; 2) the organizations which have the eco-related rights protection as a key priority hold a strong position constituting 29% of all organizations; 3) the next category includes organizations mainly advocating eco-decisions or participating in the policy-development process, which are 17% of the organizations; 4) 13% of the organizations work with the citizens' eco-education and promotion of the eco-friendly lifestyle.



## Division by Main Sphere of Activity, %

\*active organizations only



Another dimension included in the analysis is the main sphere of expertise and activity of the organizations. The results below show that while most of the organizations have no one particular area and work with a variety of environment-related issues (42%), other tend to focus on the animals' rights protection (15%), zero waste or recycling (10%) and a relatively low number of organizations have an interest in other topics such as climate change (7%), protection of the water reservoirs (6%) and forests protection (6%).

Considering a strong interest of the World bank in the climate change issues, the key actors among CSOs are listed below. Although other CSOs work with the climate change, these five organizations have the strongest position in the sphere and focus their efforts on the climate change as a key priority, namely:

- **Green dossier** “promotes principles of sustainable development and their integration into national policies and government programs by disseminating objective environmental and social information to mass media, local communities, government and business, involving them to practical action”.

- **Living Planet** is the organization which contributes to sustainable development, climate change, sustainable production and housing.
- **Ecoclub** is an energy-oriented environmental protection NGO based in Rivne, which “works for the safe future with affordable energy”.
- **Ecosphere**, which has a mission to activate the environmental movement in the Carpathian region of Ukraine through ecological research, environmental education, and environmental advocacy.
- **Enough poisoning Kryvyi Rih** is the organization which unites active citizens and NGOs with the goal of achieving a clean environment in the heavily industrialized city of Kryvyi Rih.

## STAKEHOLDER 2: Government Agencies

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Among the state agencies which have the function of policy development, implementation and control three groups of actors could be determined: 1) ministries; 2) the Parliament; 3) state agencies.

In general, at least four ministries should be considered as important policy-makers in the sphere of ecology and environment:

- First of all, the **Ministry of Ecology & Natural Resources of Ukraine** plays a key role and is developing and coordinating policies in the sphere of ecology and is responsible for the following fields:
  - environmental protection;
  - environmental and within the powers provided by law, radiation, biological and genetic safety;
  - fishing industry;
  - protection, exploitation and reproduction of aquatic bioresources;
  - forestry and hunting;
  - geological study and rational use of subsoil;
  - management of the Chernobyl disaster zone;
  - implementation of state supervision and control in the field of environmental protection, rational use, reproduction and protection of natural resources;
  - state geological control, as well as control of ozone layer conservation, regulation of negative anthropogenic impact on climate change and adaptation to its changes (compliance with the UN Framework Convention on Climate Change and the Kyoto Protocol to it, the Paris Agreement).
- Then, the **Ministry of Energy of Ukraine** ensures the development of the policy and its implementation in the following sphere:
  - fuel and energy industry;
  - efficient use of fuel and energy resources, energy saving, renewable energy sources and alternative fuels;
  - supervision (control) in the fields of electricity provision and heat supply;
  - public management of nuclear energy use and radiation safety.
- With the launch of the National Program for Transformation of Coal Regions until 2027, the **Ministry for Communities & Territories Development** is becoming another crucial actor responsible for the transformation of the regions strongly affected by the mines closure. Although the Ministry is not specifically focused on the energy-related aspects (the role taken by the Ministry of Energy), it is the main coordinating actor involved in achieving successful economic development and employment management in the region after the launch of the transformation program.
- **Ministry of Agrarian Policy & Food** partially covers ecology-related sphere, namely, it is responsible for policy development and implementation:
  - in the areas of fisheries;
  - protection, use and reproduction of aquatic bioresources;
  - regulation of maritime safety of vessels;
  - forestry and hunting;
  - use and protection of lands of all categories and forms of ownership, soil fertility.

## 2.2. Committee on Environmental Policy & Nature Management (Parliament)

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Considering the strong role of the Parliament in Ukraine as a policy-maker, the Committee on Environmental Policy and Nature Management is another body responsible for the development of policies in the environment-related spheres. The key functions and areas of responsibility among other include the following:

- protection, preservation, use and restoration of natural resources;
- conservation and balanced use of natural resources;
- ecological safety;
- radiation and fire safety;
- waste management;
- prevention of negative anthropogenic climate change.

It is important to highlight that in Ukrainian political system the draft laws submitted by the Parliamentarians have higher level of support and changes to be voted compared to the draft laws developed by the government.

## 2.3. State Agencies

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Overall, the analysis revealed 11 state agencies operating in the sphere of environment protection and ecology. The majority of the agencies have either the function of the state policy implementation in the area of their responsibility or control over compliance with the state regulations and laws. The table summarizing key characteristics of the agencies is provided below, while the annex contains extended information.

| Agency  | Areas of responsibility   | Function                       |
|---|---|--------------------------------|
| State Environmental Inspectorate of Ukraine                   | rational use of natural resources, atmosphere protection, forests protection, radiation safety, waste management etc. | control                        |
| State Service of Ukraine on Food Safety & Consumer Protection | food safety management and control  | policy implementation, control |
| State Agency of Ukraine on Exclusion Zone Management          | Chernobyl zone management and radioactive waste management  | policy implementation          |
| State Agency on Energy Efficiency & Energy Saving of Ukraine  | efficient use of fuel and energy resources, energy saving, renewable energy sources and alternative fuels             | policy implementation          |
| State Agency of Forest Resources of Ukraine                   | forestry and hunting  | policy implementation          |

| Agency   | Areas of responsibility   | Function  |
|--|---|---|
| State Agency of Water Resources of Ukraine                       | use and reproduction of water resources, and water resources management                                   | policy implementation                             |
| State Fisheries Agency of Ukraine                                | fishing industry, protection, use and reproduction of aquatic bioresources                                | policy implementation                             |
| State Nuclear Regulatory Inspectorate of Ukraine                 | safety of nuclear energy use  | policy development, implementation and regulation |
| State Inspectorate for Energy Supervision                        | state control in the electricity provision and heat supply  | control   |
| The State Service of Ukraine for Geodesy, Cartography & Cadastre | state control in terms of compliance with land legislation, use and protection of land and soil fertility | control   |
| State Service on Geology & Mineral Resources of Ukraine          | geological study and rational use of subsoil  | policy implementation                             |

## STAKEHOLDER 3: Local Administrations & Self-Government

The local governance in Ukraine consists of two systems:

1. Local state administrations, which operate as government executive bodies on the local level. The key function of regional administrations includes implementation of the government policies, as well as control over compliance with the norms of the laws and regulations on the local level. The administration represents the government on the regional level and the policies in the sphere of ecology are implemented under coordination of the departments of ecology and environment protection.
2. Local self-government (municipality) also has certain functions in the sphere of ecology and environment. For examples, it has a power to develop and introduce the environment

protection programs, make decisions regarding the community land renting, ensures control over waste management of the enterprises operating on the territory of the community, as well as invest in the “green” projects varying from extension of green zones to introducing more energy-efficient systems in the households co-funded by the citizens. Therefore, the level of engagement in the environment-related sphere of local self-government is mainly determined by the local council priorities and demand from the citizens.

The annex provides more details on the key tasks of each ecology and environment protection department of administration and local self-government in the regional cities of Ukraine.

## STAKEHOLDER 4: International Organizations

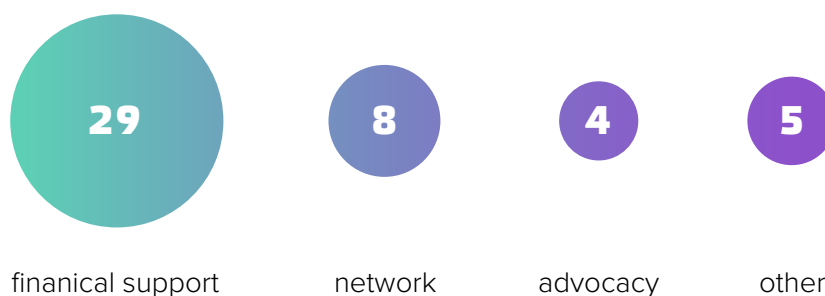
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The analysis revealed 46 international organizations actively working in Ukraine in the sphere of ecology. As depicted on the chart, most of them focus on providing financial support to Ukrainian CSOs, government or business. Besides that, it is usually the case that these organizations also enhance implementation of the projects in the sphere of ecology, offering their expertise, as well as prepare analytical or research materials, which could serve as the evidence of the further decision- or policy-making process.

The survey among the active CSOs demonstrated that the most **well-known international organizations** of this group repetitively mentioned are the following:

- United Nations Development Program
- International Renaissance Foundation
- International Union for Conservation of Nature
- Embassies of the following countries: Sweden, The Netherlands, Germany (providing support through different programs)

### Key Role of International Organizations



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Overall, the summary on the international organizations working in Ukraine is provided below:

### Danida (Embassy of Denmark)

**Total funding:** funding of eco-projects in Ukraine from 2017 to 2021 amounts €17.2 million.

**Partner organizations (joint projects):** Ministry of Energy and Coal Industry, State Energy Efficiency of Ukraine, Ministry of Ecology and Natural Resources, Ukrenergo, State Statistics Service, Investment Fund for Developing Countries, Danish Energy Agency.

**Priority aid areas:** sustainable energy, implementing of the National Energy Strategy, monitoring of energy efficiency indicators, investment into renewable energy sector and technologies, upgrading energy efficiency, etc.

**Additional information:** [link](#)

## Embassy of Sweden

**Total funding:** funding of all projects in Ukraine since 2014 and up to 2020 amounted €175 million.

**Partner organizations (joint projects):** European Bank for Reconstruction and Development, Northern Environmental Finance Corporation, Ecology-Law-Human International Charitable Organization.

**Priority aid areas:** ensuring compliance with European and international norms in the areas of environment, climate and energy industry. Efforts are aimed at increasing the environmental responsibility of the public, the business sector and civil society. Sweden grants funds for projects in ecology via Eastern European Partnership on Energy Efficiency and the Environment (E5P), provides technical support and operates the framework programs of international financial institutions, in particular the ones of the European Bank for Reconstruction and Development (EBRD) and Northern Environmental Finance Corporation (NEFCO) in the areas like modern heat supply and renewable energy sources, energy efficiency in buildings, water supply, sewage and waste management. The aid is also provided to the non-governmental organizations that work in the area of environment protection and energy efficiency.

**Additional information:** [link](#)

## Sida

**Partner organizations (joint projects):** UNDP, EBRD, NEFCO, EPAIU, U-LEAD, provides support to the communities.

**Priority aid areas:** Ukrainian environmental legislation (cooperation with UNDP, EBRD, NEFCO). Reinforcing environmental organisations, by supporting the Environmental Policy and Advocacy Initiative for Ukraine (EPAIU), Sida reinforces the work of organisations driving the discourse on environmental and climate issues in Ukraine. Making cities greener. Environmental work in Ukrainian cities is lagging behind. Through the EBRD's Green Cities project, Sida supports municipalities in integrating sustainability measures into urban planning.

## EBRD

**Total funding:** part of the amounts for environmental projects is not separately calculated.

**Partner organizations (joint projects):** there is a great number of partners (around 500 projects), which are mainly public utility companies, state enterprises (such as Naftogaz, Galnaftogaz) etc.

**Priority aid areas:** enhancement of energy safety by means of effective management, liberalization of the market, diversified and increased production and energy efficiency: EBRD allocates resources to create a market structure for sustainable energy and to improve power connectivity. Priority areas for support also include the development of urban and environmental infrastructure, broad sectors of "Energy" and "Natural Resources".

**Additional information:** [link](#)

## European Investment Bank

**Total funding:** €1.3 billion for energy sector, €40 million for waste disposal, €247 million for water, and €162 million for agriculture, forestry and fish farming over the last year.

**Partner organizations (joint projects):** in section Partner Banks.

**Priority aid areas:** transportation, energy efficiency, urban and social infrastructure. However, they also address problems related to water, solid waste, forestry, fish farming and agriculture.

**Additional information:** [link](#)

## GIZ

**Partner organizations (joint projects):** project “For the environment, climate and public health” (Ministry of Environmental Protection and Natural Resources of Ukraine). The purpose of the Project is to improve the administrative and professional capacity of the responsible government agencies and businesses in order to implement the Industrial Emissions Directive, and thus to ensure consistent application of the integral prevention concept and to reduce the level of industrial pollution, as well as to promote the use of the best available technologies and management methods. Project “Support for the implementation of the emissions trading system” (Ministry of Environmental Protection and Natural Resources of Ukraine).

**Priority aid areas:** environment and climate.

## Global Environment Facility

**Total funding:** in the aggregate, more than \$104 million has been granted. Current projects amount more than \$19 million.

**Partner organizations (joint projects):** UNDP, EBRD, World Bank, UNIDO.

**Priority aid areas:** land erosion, climate change, biodiversity.

## Heinrich Boell Foundation

**Total funding:** the foundation provides support only to permanent partner organizations and does not provide grants separately.

**Partner organizations (joint projects):** Ecoclub Rivne, NGO “Ecodiya”, “Energy Transition (Enerhetychnyi Perekhid)”, Women’s Energy Club of Ukraine, Ukrainian Climate Network, Ecoltava, Dixi Group, Clean Energy Club, CAN EECCA, Environmental Education (Svit Osvit).

**Priority aid areas:** climate change and energy policy: promoting the ambition of climate change policies, introducing the issue of a fair energy transition to renewable energy sources and women’s

rights in the energy sector into public discourse, supporting the environmental civil movement. Increasing the level of civil society's impact on the decision-making process in the scope of environmental protection and climate change, as well as introducing the issues of energy efficiency into public discourse on a national level are among the main achievements of the Program.

## **International Foundation "Renaissance" (Open Society Foundation)**

**Partner organizations (joint projects):** "Ecodiya", "Green Wave", "Zero Waste Lviv", "Warm City", "Flora", "Save the Dnipro", "Ecoltava", "Eco-park Osokorki" and other.

**Priority aid areas:** the "Ecology Initiative" Program, "Environmental Policy and Advocacy Development Initiative in Ukraine" (EPAIU) promote the development of non-governmental organizations that deal with the environmental issues, the ones that are institutionally capable, with good governance, accountable and recognized in the environmental community, which will be able to contribute to reforms in Ukraine, implementation of the relevant provisions of the EU—Ukraine Association Agreement, implementation of other international agreements of Ukraine through environmental policies and advocacy. They aim to develop NGOs that are able to provide high quality and independent environmental expertise, promote formation of an environmentally and inclusively thinking majority, which will help to achieve a qualitatively new practice of implementing environmental policy at all levels. The Initiative is implemented with the support of Sweden.

## **NEFCO**

**Partner organizations (joint projects):** business.

**Priority aid areas:** NEFCO funds and implements small and medium-sized environmental projects via loans and grants both in private and state sectors. NEFCO activity includes among other the projects on the development of energy efficiency, clean energy production and sewage cleaning. Other spheres include agriculture, forestry, fish farming and recycling of waste.

## **UNDP**

**Partner organizations (joint projects):** Global Environment Facility, SIDA. Often operates as a sub-contractor.

**Priority aid areas:** climate change, loss of biodiversity, degradation of the ozone layer, energy efficiency. UNDP contributes to climate change mitigation, adaptation to new conditions and the development of a low-carbon and climate-resilient economy by removing political barriers, developing market mechanisms and assisting local governments in implementing energy-efficient solutions.

## **UNICEF in Ukraine**

**Priority aid areas:** first and foremost, children rights protection, in particular, in terms of access to water.

## UNIDO

**Partner organizations (joint projects):** project “Introduction of Energy Management System Standard in Ukrainian Industry” (State Agency for Energy Efficiency and Energy Saving of Ukraine, Ministry of Economic Development and Trade of Ukraine). Increasing of energy efficiency and promoting the use of renewable energy by small and medium-sized agricultural and food companies of Ukraine (Institute of Renewable Energy of the National Academy of Sciences of Ukraine). Global Clean Technology Innovation Program for Small and Medium Enterprises of Ukraine (by the Ministry of Economic Development and Trade of Ukraine, Ministry of Environmental Protection and Natural Resources of Ukraine and State Finance Institution for Innovations). There has been a project on energy management in partnership with UkrGazBank and the Loan Guarantee Fund with total budget of \$1.5 million in 2020.

**Priority aid areas:** UNIDO supports countries in their environmental management efforts, including the implementation of multilateral environmental agreements and the provision of sustainable energy.

**Additional information:** organization has many various economy and environmental projects in partnership with the government but they are not gathered anywhere in one place.

## United Nations Environment Program (UNEP)

**Total funding:** \$58 thousand.

**Partner organizations (joint projects):** Strengthening the Enforcement of the Rotterdam Convention and Building Capacity to Counteract Illegal Trafficking of Chemicals.

**Priority aid areas:** the world’s leading environmental organization, which sets the global environmental agenda and promotes the coordinated implementation of the ecological component of sustainable development within the UN system, is an authoritative defender of the world’s interests. All areas: air, water, biosaving, emissions and waste, climate, ecosystem and biodiversity, energy, environmental rights and management, forests, green economy, sustainable development, etc.

## USAID

**Partner organizations (joint projects):** Energy Security (Tetra Tech, ES Inc.), Transparency of the Energy Sector (DiXi Group), Agricultural Development (Chemonics International).

**Priority aid areas:** facilitating economic development and energy independence of Ukraine, energy security.

**Additional information:** [link](#)

## Delegation of the European Union to Ukraine

**Partner organizations (joint projects):** the European Union Water Initiative Plus, Financing Technologies against Climate Change (“FINTECC”), (€4.16 million) EBRD, “European Union for Environment” (“EU4Environment”) (Resource Efficiency and Cleaner Production (RECP)).

**Priority aid areas:** water, support the deployment of best available climate technologies, green economy, circular economy, resource efficient and cleaner production, industrial development, and environmental protection.

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Concerning other categories, the network and advocacy organizations are less recognized by the CSOs which were surveyed. Their goal is either to unit local organizations in one network to enhance the collaboration (network organizations), among which **Climate Action Network** (CAN) is a well-known organization or to promote

the achievement of the global goals on the national level (advocacy organizations), which are represented, for instance, by **WWT**, which was pointed out by most of the respondents.

# OVERVIEW OF LOCAL & NATIONAL LEVELS

## Tools for Citizens' Participation in Decision- & Policy-Making Process

This chapter contains a short overview of the citizens' participation tools and their application in advocating ecology- and environment-related issues. The first part is focused on the **local level** and describes key findings of the analysis of e-petitions to the local councils and public hearings (two most widely used tools) as a mechanism to involve citizens' in decision-making processes on the **community level**. The second part includes the analysis of e-petitions to the government and public consultations as mechanisms of citizens' engagement to ecology-related policies and decisions on the **national level**.

## Opportunities for Citizens' Participation on the Local Level

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The tools for citizens' participation in policy- and decision-making processes on a local level are determined in the law "On local self-governance" and "On citizens' appeals". Namely, they include:

- **The general meeting of citizens** at the place of their residence: is a form of direct participation of community members in solving local issues. The procedure is determined by the Statute of the community (local act which defines, in particular, procedures of citizens' participation) and the results of such meetings have to be further taken into consideration by the local council.
- **Local initiative:** allows citizens to initiate consideration of a particular issue or policy option in the local council. The procedure requires submission of a draft decision and collection of the signatures from the local community members in support of the initiative.
- **Public hearings:** citizens' right to meet with the local councilors and officials to discuss local issues and submit proposals on the topic of the meeting. The procedure for public hearing is determined in the Statute of the community and proposals submitted by the participants of the hearing must be considered by the local council in the decision-making process.

- **E-petition:** a collective form of citizens' appeal which could be submitted to local self-government, president, government and parliament. The petition which collects a certain level of votes (depends on the number of citizens living in a community) in a determined period must be considered by the local council (or other respective party) within 10 work days.

In addition, statutes of local communities could include other tools of citizens' participation. For example, many cities having regional status introduced participatory budgeting mechanisms, which allows citizens to influence the allocation of the budget funds. Other cities, in particular, Lviv hold public consultations on the draft projects and decisions. Overall, the opportunities for the citizens to participate in the local decision-making significantly vary among different cities depending on the level of transparency of local councils and their commitment to actively engage citizens in policy development. However, the most widely used tools on the local level are public hearings and e-petitions. Therefore, the analysis is focused on these mechanisms and their application in advocating ecology-related issues by the local communities.

## Local E-Petitions as a Tool of Citizens' Participation

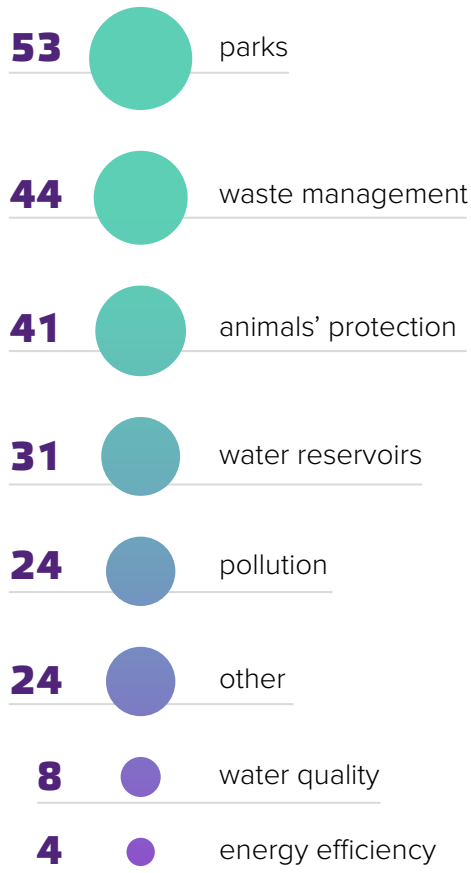
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The data analysis of the e-petitions submitted to local councils in regional cities in 2020 revealed that 4,051 e-petitions, among which 5.7% are related to the issues of ecology and environment protection. Although the number of e-petitions in the sphere of ecology is significantly higher in the heavily industrialized cities such as Zaporizhia, Kharkiv, Kyiv than in other cities, their share in the whole structure of all submitted petitions is

similar among all cities and accounts for 5–10%. So, these numbers are associated with overall higher use of e-petitions in these cities rather than particular interest in the ecology issues among the community members.

The analysis of the key topics of the e-petitions in the sphere of ecology revealed that three main issues are mainly addressed by the citizens in

## Ecology-Related E-Petitions by Categories



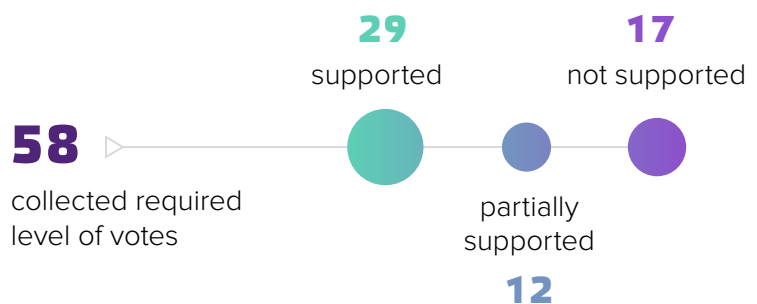
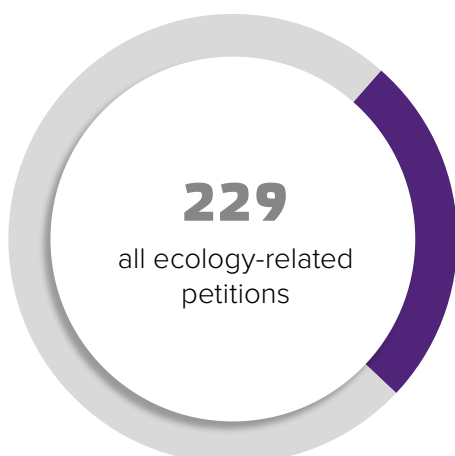
their communities: 1) **improvement of the parks' environment**, including trees planting, landscaping, and combating their destruction due to the real estate construction; 2) **the waste management** — mainly installation of the waste

sorting systems; 3) **animals protection**, which concerns development of animal shelters and a ban on the animals use in the circuses. Significant issues bothering citizens also include the problems such as water reservoirs protection and cleaning as well as pollution issues, which mainly refer to the quality of the air in the industrialized areas such as in Zaporizhia and Kyiv.

Looking into the details, among 229 petitions related to the environment issues, 58 (25%) reached a required level of votes from the citizens to be further considered by the local council. The number of ecology-related petitions which resulted in a positive decision of the council is 29 with 12 more which were partially supported by the administration.

The analysis resulted in several observations regarding use of e-petitions in ecology-related matters:

1. The level of support for these petitions is rather limited with a low number of citizens voting for the initiatives submitted to the councils. However, it refers not only to the ecology issues, but all petitions registered on the platform.
2. For most of the petitions, no answer from the local councils is provided. Although it is not obligatory to react to the initiatives which did not reach the required level of votes, we believe it is a good practice for the officials to communicate on the matters which bother community members, and which are addressed in the petitions.



**3.** Citizens are mainly concerned by their local problems and submit petitions aimed at tackling issues touching their personal interest. For example, when it comes to waste sorting, citizens submit petitions regarding installation of separate containers for their households. While a very limited number of petitions have

a comprehensive vision of environment protection or positive transformations in the ecology sphere on the level of their community. It could be one of the reasons behind the low level of support for such petitions (as they represent the interest of a very limited number of community members).

## **Public Hearings as a Tool of Citizens' Participation on the Local Level** \_\_\_\_\_

Due to COVID-19 restrictions local councils postponed or cancelled live events, which resulted in a lower number of public hearings held in 2020. The hearings concerning ecology issues were considered as a part of public hearing only when the main topic of the meeting was the development of the new plan of the city territory. This is a formal legal requirement for the municipalities to comply with, while making changes to the city general plan and has rather a formal character as the reports demonstrate. Except that, the only public hearing on the ecology matter in 2020 took place in Vinnytsia. The topic of the discussion was whether a local religious community could obtain the permit for emissions of pollutants into the atmosphere on the territory on their operation. No further details on this matter are provided.

Overall, the poor quality of the reports (have no information on the specific proposals of citizens which were included in the final decision) published as the result of public hearings or no reports available at all, demonstrate that public hearings are rather formal tools of consultation in the communities. The fact that several local councils had no hearings in 2020 instead of replacing it with the digital format is another evidence showing lack of initiative from public officials to actively involve citizens in the local policy-making process. Another tendency which was repetitively observed is that local councils are inclined to hold "public discussions" instead of public hearings. Although it might not seem to make a significant difference, in fact public discussions are not formally determined in the legal documents, therefore, the results of discussion have no legal power.

## **Citizens' Participation on the National Level** \_\_\_\_\_

On the national level, citizens' participation in the policy-making could be ensured by:

**1.** E-petitions: as mentioned above, could be addressed not only to the local administration or municipality but also to the government. It is a collective appeal to the governments, which has to be taken into consideration in case a necessary number of votes is collected.

**2.** Public consultation: is an obligatory step in development of the policies by the ministries and center-of-government organizations. The aim of the consultation is to ensure the citizens' rights to participate in policy development and comply with the principles of transparency and accountability. The consultations could have different forms (such as e-consultation or live discussions) and be direct (when citizens take part in discussion) or indirect (surveys among the citizens on the topic of the policy).

## E-Petitions to the Government

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First, it is necessary to note that according to the official **e-petitions** website of the government, none of the 617 petitions registered in 2020 reached a required level of support to be officially considered by the government. Moreover, the analysis demonstrates that the majority of these petitions had as low as 1–2% of the required votes collected in support of the proposed initiatives. Therefore, we could assume that either citizens are not well-aware of the e-petitions as a tool of their participation in policy-making or they do not consider it as an effective mechanism of citizens' participation, therefore, are reluctant to use it with the purpose of advocating important social changes.

The number of ecology-related petitions is 11 out of 617 registered in 2020. None of these initiatives collected more than 5% of the necessary votes. The topics addressed by the citizens are similar to the ones mentioned in the local e-petitions, namely: animals' protection (3), waste management (2), pollution (2), forest protection (1) and other (3). Surprisingly, none of these petitions concern such important issues as climate change or global warming.

At the same time, it is crucial to mention that although it is not the role of the president to develop policies, in Ukraine a strong position of the president leads to his significant influence on the policy-making process. In particular, the president has a right to submit draft laws to the parliament and the practice demonstrates that these legal acts usually have a high level of support, considering that the president's political party has a strong position in the parliament. Therefore, the e-petitions are often addressed not to the government (as one could assume) but to the president and have significantly higher level of citizens' support. For example, 3 petitions related to the ecological issues collected over 25 thousands of votes which are required to be further considered by the president. Interestingly, in all cases the official answer had a reference to the government as a key regulator and policy-maker in the sphere of ecology, therefore, the president appealed to the prime minister to take action as required in the petition. These examples show that even if the necessary number of votes is collected, the outcomes are not usually achieved as expected by the citizens.

## Public Consultation for Stakeholders' Engagement in the Development of Policies in Climate Change

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Public consultation is a mechanism that central executive bodies (CEBs) are required to use in policy development. Public consultations could be organized as electronic consultations (e-consultations) or public discussions. The process of public consultation and other requirements to be followed are determined in the Decree of Cabinet of Ministers of Ukraine #996. Meanwhile, the drafting of a new "Law on Public Consultation" is undergoing the process of consultations and is supposed to be adopted by the Parliament next year. Although the change of legislative framework is a necessary step, it does not guarantee open and inclusive

consultations once the Law is enforced. Many of the issues associated with the stakeholders' engagement concern other practical and political aspects of policy development which are summarized in this annex to the report.

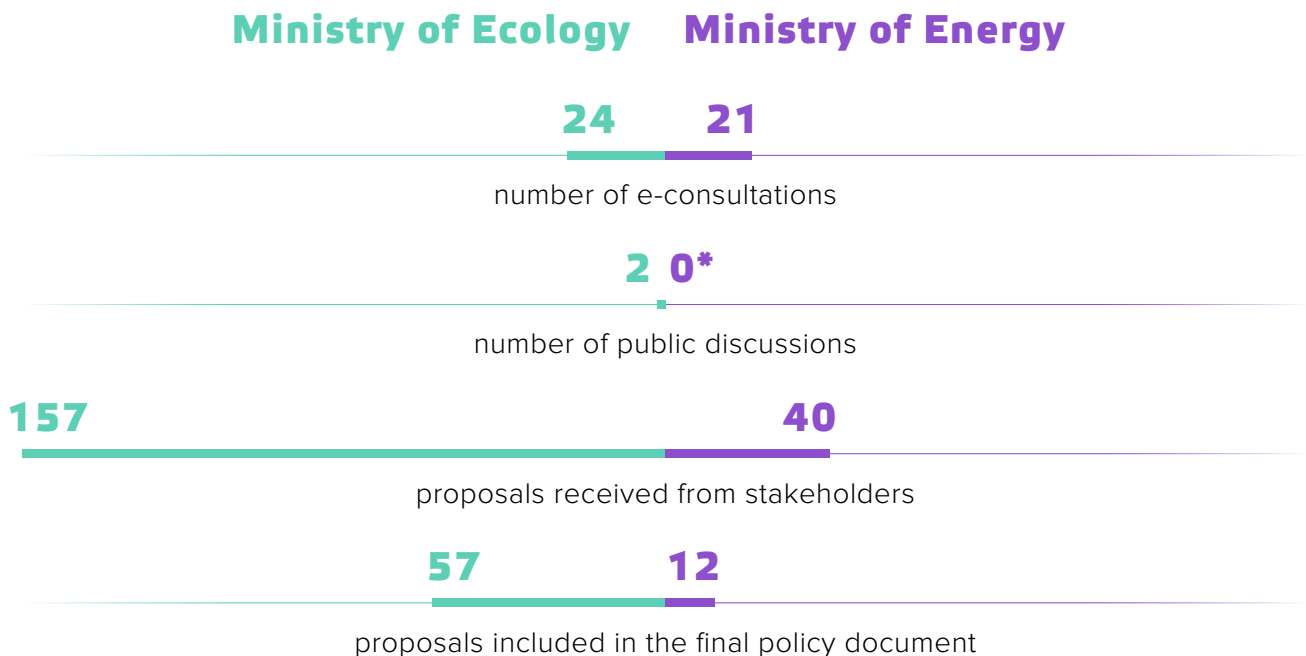
The analysis focuses on public consultation practices of two ministries that play an essential role in developing the policies of climate change and environment protection — the Ministry of Ecology and Natural Resources and the Ministry of Energy. The analysis findings demonstrate that ministries are not consistent in the organization of broad public consultations and stakeholders'

engagement. Although the cases of open dialogue between stakeholders are available, poor reporting and communication on these processes is a severe barrier hindering equal access to different stakeholders.

**On the one hand,** e-consultations (which mean an open call for proposals submission via email after the draft document is published) dominate among all formats of stakeholders' engagement. As mentioned in the report, such a type of consultation is rather formal compliance with legislative requirements than open dialogue with the interested actors since no discussion or two-way communication happens in this process. According to the official answer provided by the Minister of Ecology, the number of public discussions in the 1–2 quarters of 2021 was 2 compared to 24 e-consultations during the same period (proposals submitted via email). In its official answer to the information request, the Ministry of Energy noted that in the 1–2 quarters of 2021, 21 e-consultations took

place. However, when it comes to public discussions, the Ministry mentioned 19 different events such as conferences, participation in TV shows, forums, and panel discussions with the representatives of the Ministry of Energy. Moreover, the content analysis of the website of the Ministry of Energy revealed no information about public discussions; only open calls for proposals submission were available as a form of public consultation. Therefore, the conclusion can be made that no public consultation took place in the form of public discussion in compliance with the normative requirements of Decree 996 (including timely publication of the announcement and report with key proposals received during public discussion).

**On the other hand,** the representatives of both ministries claim that when it comes to important strategic or conceptual policy documents, the stakeholders' engagement happens in the early stages of policy development. Such documents are usually developed by the working groups



\* Ministry reported 19 public discussions; however, these events (such as TV shows and forums) do not comply with the criteria of public consultation

consisting of experts, representatives of CSOs, and business associations. Although this approach could be considered positive practices of collaborative policy development, it does not replace public consultations with the interested actors outside the working group.

The in-depth interviews showed that many effective tools of consultations such as round tables or meetings with the stakeholders are widely used by the ministries. Nevertheless, these activities are not organized in compliance with the legal requirements of public consultation. Therefore, neither public reports are available summarizing key proposals of consultation, nor is the necessity to consider this proposal in policy development. The issue also lies in the lack of transparency in such practice since no transparent reporting is available for most of the policy documents developed by the ministries during such forms of consultation. Clear rules and communication could significantly make this process more inclusive and demonstrate stakeholders' engagement and their role in developing policy proposals.

Overall, the analysis of data and websites of the ministries shows that not much progress happened during last year regarding the quality of public consultation. The key issues remain the same as in 2020:

- 1.** Public consultations are rather formal mechanisms, and ministries mainly put efforts to comply with the normative requirement, not to ensure effective engagement of the stakeholders.
- 2.** E-consultation replaces face-to-face discussion; most of them end up with no proposals submitted from the stakeholders.
- 3.** The ministries are not consistent in reporting on results of public consultation: the follow-up documents do not contain data as determined by the normative regulation (each proposal and answer of the Ministry with the decision to include or not include the proposal in the final policy document) or are not published at all.

The key findings of the analytical work and in-depth interviews with the officials from the Ministry of Ecology and Natural Resources and Ministry of Energy could be generalized in the following conclusions and recommendations:

- 1.** The ministries use the format of collaborative policy development, such as working groups. Although this is a positive practice in compliance with the principles of early stakeholders' engagement, it should not become a reason to neglect public consultation with other interested actors who are not included in the group. A transparent and inclusive consultation process must be ensured, enabling the participation of different stakeholders and providing access to policy development. In particular, one of the issues is a lack of common guidelines regulating the transparency and inclusiveness of the working groups. Usually, the Ministry makes an order that the working group (includes a list of members) starts to work on a particular policy document. Since no particular decree/ guidance exists on the working groups including those covering transparency and accountability aspects, the materials and protocols of the working group meetings are usually shared only between members of the group. Therefore, it could be reasonable to combine both practices — working groups that consistently work on the development of the policy (more professional experts having a background in the topic) and public consultation with the broader groups of stakeholders.
- 2.** The officials in the ministries believe that the government has the necessary expertise required to hold broad public consultation with a proper engagement of the stakeholders. This statement is also supported by several cases of policy development that comply with the best practices and principles of effective public consultation such as Nationally determined contributions (NDCs) to the Paris Agreement. In the early phase of the [NDCs development](#), the discussion was mainly happening in the experts' community

and between the governmental agencies. This stage included improvement of the methodology and data sources to be used for the modeling scenarios for reducing greenhouse gas emissions. Once the approach was determined, the modeling activities and evaluation started, the process of consultation was launched which enabled discussion of the preliminary results and different policy options with the interested stakeholders. The analysis also demonstrated that consultations were organized both by the Ministry of Ecology and Ministry of Energy as well as professional associations and CSOs to receive feedback from the stakeholders. The long-lasting process of consultation enabled in-depth analysis conducted by the stakeholders, and different organizations prepared their own reports on the modeling scenarios prepared by the Ministry of Ecology. The Deputy Minister claims that over 100 consultations were organized to consult with different groups of stakeholders on the draft of NDCs. The groups targeted were experts working in the sphere of ecology, CSOs, business associations, and professional associations who have an interest in the sphere. The consultations were iterative and the active phase of consultations lasted for over 7 months. The information on each meeting of the working group is available online with the detailed reports and other materials of the meeting. The proposals of professional CSOs and associations are attached as well as reports prepared by different organizations. This example illustrates that strategic policies could be drafted in close cooperation with NGOs, academia, and business associations if the Ministry drives such a process. However, the cases of well-designed and open public consultations are very limited, showing that ministries lack resources or have no intention to hold discussions with the public and/or groups of interest. Therefore, the issue of low-quality public consultation is a matter of political or/and managerial priorities that mainly depend on officials' will to have long-lasting and iterative public consultation with a broad engagement of the stakeholders.

- 3.** The interviews show that officials have a narrow view of public consultations with the stakeholders. In particular, the publication of the announcement about the development of the policy with the open call for proposals submitted via email is considered a sufficient measure of consultation. The officials claim that all normative requirements are followed, and information is publicly available. Therefore, public consultations take place in policy development. In the view of public officials, the focus is shifted from real collaboration and engagement of the stakeholders to formal compliance with the normative requirements. Such an approach could be partially justified by a lack of human resources, namely employees who could deliberately focus on the engagement of the stakeholders and provide the necessary support in policy development. Nevertheless, it seems that if properly designed and planned, public consultation could be organized and managed with the available resources.
- 4.** The issue of formal public consultation with no real discussion and stakeholders' engagement is typical for most of the ministries: the analysis conducted in 2020 showed that no one ministry complies even with all normative requirements. Therefore, leadership in the transformation of public consultation is necessary on the high political and managerial levels. Besides updated legislation on public consultation, the need to change processes of stakeholders' engagement and civil servants' mindset toward policy development is evident. The role of the leader could be performed by the Secretariat of the Cabinet of Ministers, which is a center of government for policies coordination, analytical and informative support of the government. Although the Secretariat already plays an important role in developing the capacity of the ministries associated with public consultation, the need to conduct a broad public consultation with real engagement must be communicated and "pushed" further. In particular, the mechanisms of transparency and accountability related to public consultation

in the ministries could be introduced. Although not all normative regulations produced by the ministries require public consultation, the policies and strategic documents must be widely discussed with groups of interests and groups affected by policy changes. Therefore, the ministries should develop plans of consultations for each policy and strategic document, including key groups to be reached, means of engagement, timing necessary to hold it, and with all stakeholders. As for now, although ministries publish annual plans with a list of laws and by-laws that will be a subject of consultation, no details on engagement strategies are available. For example, no summarized data is available on none of the ministries' websites regarding the number of consultations held, types of consultations, stakeholders reached, proposals received, and included in the final policy document. In this regard, the role of the Secretariat could be strengthened in developing a more transparent and unified mechanism for both effective planings of public consultation and reporting. In particular, the analysis of data on each Ministry could be helpful to reveal successful cases of public consultation, which could be further scaled up, and ministries that have issues with stakeholders' engagement and require more support to strengthen capacities in public consultation. Although this is not a "silver bullet" for transforming the policy development approach, such measures could provide a general view of stakeholders' engagement in different ministries and inform further decisions.

- 5.** Formally, according to Decree 996, the ministries are obliged to report on the consultation and publish information such as the author of the particular proposal, the proposal itself as well as its status (included / not included in the final policy document) with the reasoning why the proposal was (not) accepted. However, in practice, even if published, the reports usually do not comply with the criteria of Decree 996 (the author, text of proposal, final status) and also very different templates are used (even some-

times within the same ministry). Therefore, a common approach with a toolkit for consultations (typical templates for collecting feedback, reporting, etc) could be a practical solution to make the information more accessible and user-friendly for any individual or/and organization. Developing common standards will make the analysis of public consultations more transparent and allow to compare how ministries deal with stakeholders' consultations on different policies. Similarly to the suggestion made above, the key coordinating role in developing such toolkits and reporting standards could be held by the Secretariat of the Cabinet of Ministers.

- 6.** To ensure capacity building in the ministries, high-quality training programs on public consultation are necessary. The programs could be targeted at civil servants responsible for the policy development in the ministries and communication departments to make a step in strengthening their cooperation in public consultations. The list of suggested topics to be covered in such a program is provided in the annex.
- 7.** Overall, the process of public consultation, as it is, has to be redesigned. A more inclusive, transparent approach with various tools and mechanisms to reach different stakeholders needs to be enacted. An adequate time frame is necessary to ensure that public consultation can be conducted effectively, putting no pressure on the civil servants in charge of stakeholders' engagement. These issues demonstrate a need for the framework and practical toolkit developed in line with the new Law on Public Consultation, enhancing stakeholders' engagement. The unified standards of public consultation, including planning, communication, and reporting, have to be adopted to guide further policy development processes in the ministries.

## SUMMARY

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Overall, the analysis shows that although the citizens in Ukraine formally have a wide range of tools to participate in the decision- and policy-making process on both local and national level, in practice no active citizens' engagement happens in development of the policies. On the one hand, the submitted petitions have no significant level of support, which might imply lack of interest among the citizens to participate. On the other hand, the responses provided by the local councils or national government for the petitions which collected a required number of votes have rather a formal character. In most of the cases, officials use the lack of resources or legal norms as limitations which hinder the implementation of the proposals submitted by the citizens. Similarly, as the research revealed, the ministries mainly do not prepare and publish reports on public consultations and the process of collecting proposals from the citizens and stakeholders as well as their inclusion in the final decision is not transparent. Therefore, it is not a surprise that citizens have a low level of trust in tools such as petitions, public hearings or consultations to address important issues of their communities or problems of the national level.

At the same time, it is important to highlight that the discussion on public consultation tools and processes became a topic of the agenda with the submission of the draft law prepared by the government "On public consultation" to the Parliament. Although the law is still being discussed in the working group and requires amendments, the change of public consultation approach is also included in the government action plan for 2021. The Ministry of Digital Transformation also announced the development and launch of the e-democracy platform "Vzaemodija" ("Взаємодія"), which is aimed to serve as a portal for public consultations in the policy development and make this process more interactive and user-friendly, providing more opportunities to take part in decision-making process. Therefore, some positive transformations in the citizens' engagement are expected to happen in the following years.

# **BEST PRACTICES**

## Government-Citizens Collaboration on Ecology-Related Issues

Although the analysis of participation tools in the sphere of ecology revealed a limited involvement of citizens in the decision- and policy-making process, the cases of successful collaboration between government and CSOs take place both on local and national levels. Despite numerous challenges, CSOs demonstrate the ability to build partnerships and advocate important decisions using their expertise, communication potential, and ability to involve active citizens in these processes. This chapter describes the cases of such collaboration which show that organizations that are consistent in their efforts and have a vision of positive transformations in the sphere of ecology, can achieve results both in their local communities as well as on the national level. The key lessons learned from these cases of collaboration are collected in the following chapter that could be further extended to other stakeholders interested in advocating eco-initiatives.

## CASE OF UANIMALS, THE PROHIBITION OF ANIMAL USE IN THE CIRCUSES

On April 21<sup>st</sup>, draft law 5409, which is aimed at prohibiting the use of animals in circuses, was registered in the Parliament of Ukraine. On June 30<sup>th</sup>, the Ecological Committee of Verkhovna Rada supported this draft law. The next and final step to adopt the law is voting in Parliament. This law is a big achievement for the eco-activist led by CSO UAnimals who have been advocating these legislative changes for over 5 years.

UAnimals created in 2016 as an initiative of eco-activists, today is the biggest and well-known organization working in the sphere of environment protection (103K followers on Facebook). However, while actively working and participating in working groups in the Parliament, UAnimals was not even formally registered as an NGO during the first two years of its activity.

*“Our NGO started when Oleksandr Todorchuk (founder of UAnimals) organized the protest and launched the Facebook page informing citizens on exploitation of the animals in the circuses. We had no team and no resources...”,— says Olga Chevganiuk, the activist of UAnimals.*

In 2017 UAnimals initiated the All-Ukrainian march for animal rights. The event took place simultaneously in 17 cities of Ukraine, including Kyiv, Lviv, Ivano-Frankivsk, Odesa, Dnipro and became the biggest animal protection event in Eastern Europe. The popularity of the movement is growing every year: 20 cities joined the event in 2018 and 24 cities in 2019. This demonstrated the need for change supported by many people around the country.

Further transformation of the initiative group into NGO was driven by the goals defined by the organization. The need to advocate legislative changes required to register NGO and continue negotiations with the officials on the necessary amendments to the legislation. Today the area of activity is not limited to the prohibition of animal



use in circuses, it also includes advocacy on the prohibition of fur farms, protection of wild animals, and prohibition of animals' exploitation for entertaining purposes. To achieve these goals UAnimals focuses its efforts on 1) legislative changes; 2) protests; 3) information campaigns.

*“We understand the importance of increasing citizens' awareness of the protection of animals' rights. Therefore, communication in all its forms — from outside advertisement to social media is an essential tool for us. We put a lot of effort into communication with the public”, — Olga says.*

### The Case of Circuses: Collaboration on Local & National Levels

UAnimals set a goal to change the legislation and prohibit the use of animals in circuses on the national level. While working on achieving such a long-term goal, UAnimals simultaneously communicated with the local councils on the regional level to prohibit traveling circuses on the territory of their communities. Since it is a local council that issues a permit for the circuses, they have the power to limit the shows in their cities by the decision of the local authority. Therefore, negotiating with the city administrations is an essential step until the legislative amendments are adopted. Today 30 cities have already prohibited use of the animals in circuses by the decisions of the local councils which were driven by UAnimals.

*“We started the advocacy campaign by developing a network of local organizations. We were looking for organizations and activists on the regional level, contacted, and explained how they can help stop the abuse of the animals in their communities. Every city has activists who work with homeless cats and dogs, so we decided to gain the support of these people. They became our representatives and started to negotiate with the local officials and councilors to advocate the decision in the communities”,— Olga mentions.*

The typical draft of the decree for local councils was developed by UAnimals to make the process as simple as possible for the councilors. In most cases, the regional representative established contact with a local councilor, communicated the importance of this decision, and asked to submit the draft for further consideration and voting by the council. This approach worked well since it did not require additional efforts from the councilors whose role was limited to registering the draft of the decision in the local council. This collaboration on the regional level was enhanced by significant media coverage of UAnimals and its strong brand.

Although the legislative advocacy campaign is a more challenging task, UAnimals has a unique achievement on the national level as well. In 2019 the interfactional union “Humane country” was registered in the Parliament with the goal of protecting animals’ rights. Today the union consists of 29 MPs who support 11 goals of the “humanistic memorandum” developed by UAnimals. Olha says they followed a strategy of building personal relationships with MPs and communicating the importance of advocating legislative changes to protect animals’ rights. This interfactional union plays a key role in “pushing” law 5409, which soon will be voted on in the Parliament. Although it does not guarantee its adoption, significant progress is already achieved in building partnerships between CSOs and parliamentarians to bring a positive transformation in animals’ protection. Olha says that interfactional union is an effective tool to mobilize the MPs from different political parties and develop a common strategy for addressing the issues of animals’ rights. Having a formal union of MPs helps to keep the topic on the agenda and provides a platform for advocating the important policy changes on the national level.

## **Take-Aways on Collaboration & Advocacy**

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- Formal tools such as e-petitions do not work in practice. For example, UAnimals submitted an e-petition on the prohibition of fur farms, which collected a required number of votes from the citizens and had strong support from the celebrities. However, it did not lead to any significant implications on the policy level.
- The collaboration with the MPs and interfactional unions is a useful approach to attract attention to the issue on the national level. Similarly, the performances and protests in the Parliament usually have coverage in the national media. This is crucial for developing the brand of the organization and increasing capacity to influence the political agenda.
- Be consistent in your communication: make your projects interesting for the audience and deliver information permanently, so the public can remember your brand.
- Do not communicate only on the problems and terrifying aspects of the animals’ exploitation, since people who follow you are already aware of these issues. On the contrary, communicate on solutions and policy options to address this problem.

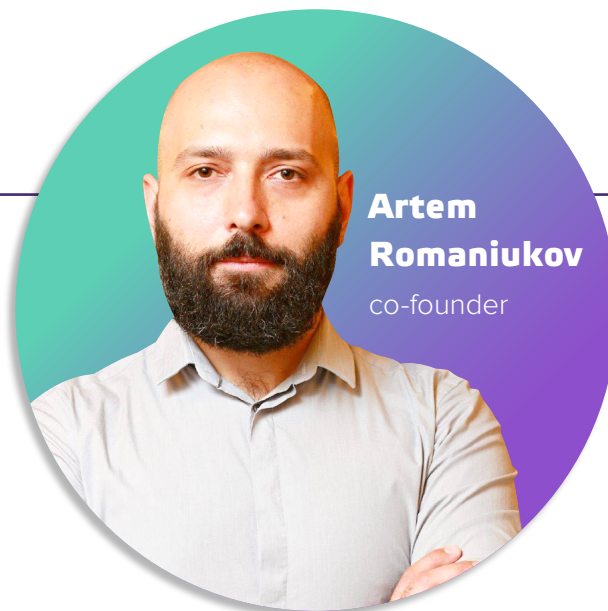
## CASE OF SAVE DNIPRO, LEGISLATIVE CHANGES & ECO BOT

The number of initiatives that started on the regional level to address the local issues and transformed into solutions on the national level is rather limited. For this reason, the case of Save Dnipro managed to achieve significant results in tackling the problem of pollution produced by the Prydniprovsk thermal power plant (owned by one of the most influential oligarchs in Ukraine, Rinat Akhmetov) is quite unique. Not only established the organization its effective collaboration with the Ministry of Environment and Natural Resources but also developed a platform that integrates data on the quality of air on the territory of the country from over 1,000 stations.

Save Dnipro started as a separate department in an already institutionalized NGO Public Control Platform in the city of Dnipro which works mainly with anti-corruption and decided to extend its advocacy efforts to the sphere of ecology.

*“We developed another department to formalize the activity of volunteers who have been actively working on the problem of pollution caused by operation of Prydniprovsk thermal power plant”,— says Artem, co-founder of Public Control Platform.*

Prydniprovsk thermal power plant, which is a big pollutant in the region, required installation of the new system of filters as well as overall modernization. Such transformation needs significant investments (around €1 billion) which are usually made from the state budget or do not happen at all. Save Dnipro demonstrated that the third option is also possible, which is to make the company, privately-owned company DTEK, spend its own funds on the modernization of the plant.



**Artem  
Romaniukov**  
co-founder

*“When it comes to such an amount of money, we automatically move to the national level of advocacy. To address the problem, we had to focus our efforts on negotiations with the ministers, MPs and top management of the company”,— Artem highlights.*

The need to move to the national level usually stops local NGOs from moving forward in their ideas. However, Save Dnipro was a part of the Public Control Platform, which had previous experience in national advocacy campaigns. Artem says that the expertise of the organization and the lessons learned from the other projects laid the ground for building effective communication with the stakeholders and developing a coalition to advocate the necessary changes. Another factor enhancing the success of the project was the right moment for pushing these changes on a political level:

*“We use the moment right before the Minister’s resignation and the end of his career. He knew there was no chance he would become a Minister again, so it was an opportunity for him to make an important transformation and leave his mark in history by making such an important change in ecological legislation. Our goals significantly overlapped with his ambition to end his career with important achievement”,— says Artem.*

Besides that, Save Dnipro actively worked with the MPs to explain the importance of making legislative amendments, which put the responsibility of modernization and pollutants reduction on the companies instead of making citizens and the state pay for them. As a result of advocacy efforts, the legislative changes were adopted and DTEK invested €250 million into the installation of the filtering systems in 2018.

*“The successful advocacy campaign and legislative changes which obliged companies to invest in the filtering systems resulted in a media resonance. Save Dnipro became a well-known brand and, moreover, we were a symbol of effective collaboration between CSO and the Ministry. We couldn’t lose this moment and used it to advocate another component of the project — Save Eco Bot.”*

Save Eco Bot is a platform that aggregates data from different ecological registers which was first developed to facilitate the legal acts drafting and data analysis. However, this tool turned out to be extremely useful for the other stakeholders such as business as well. Therefore, the organization decided to extend this tool with additional features and make it public for all interested parties.

*“We already had 10K active users of the integrated registers, which was extremely high for such an experts-oriented platform. To make it even more useful for the wider public, we added a function of air quality monitoring, which collects data from different air control stations in Ukraine and abroad. This was the next logical step of the advocacy campaign after amendments to the legislation.”*

However, for Save Dnipro it was crucial not only to extend the platform with a new function but to ensure its further communication and citizens’ involvement in the process of ecological monitoring. Therefore, the organization decided to involve the Ministry as a partner to make sure the platform has support from the government and create preconditions for further development of the platform. Artem emphasizes that if the government can gain benefits from the common project such as media mentions in the positive context, CSO has a chance of advocating important changes in return. For this reason, Save Dnipro built a close partnership with the Ministry and communicated their role as a key partner of the project.

Later, another function was integrated into the portal which enables submission of the complaints about pollution detected by the citizens to the corresponding governmental agency. All the new features and functions Save Dnipro presents together with the officials from the government to ensure their support in the development of the project. This, in particular, is an important factor behind the success of the project — Save Eco Bot has over 1.5 million users in 15 countries. The organization started to produce and install its own monitoring stations permanently extending the area of pollution monitoring.

Today the organization continues to work on positive transformation in the sphere of ecology and focuses its efforts on the priorities such as further advocacy of air quality improvement, ecological control, pollutants monitoring, registration, and their further reduction.

## Take-Aways on Collaboration & Advocacy

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- Sometimes to solve the local problems, it is necessary to move to the national level of policy-making. However, it requires a developed network of partners and organizational capacity to deliver an advocacy campaign.

- The context for advocating important changes matters: it is crucial to see the “window of opportunities” which is often related to political changes in the government.
- Make the government a part of the project, even if it means strengthening of their brand. Once your organization implements a successful project in collaboration with the government, it opens prospects for further transformations.
- Ensure media coverage of your project, so if the government makes an attempt to “roll it back”, they will have some public losses.

## CASE OF NGO “ECOLTAVA”: “ECO-BUSES” FOR THE HAZARDOUS WASTE COLLECTION

Waste collection and recycling are critical issues for most Ukrainian cities. One of the examples illustrating the problem is a waste disposal site in Makukhivka, which is located next to Poltava, central Ukraine. The area of 17.4 hectares has been exploited as a waste disposal site for over 60 years. Since the waste is not sorted, all garbage produced in the nearby communities, including plastic and hazardous waste, is collected in Makukhivka. The flammable waste was the reason for at least 29 fire accidents on the disposal site in 2020. The permanent fires affected all residents of Poltava and nearby communities — the smog can be observed from any location in the city, making the air pollution a serious problem for the following days after each fire accident.

NGO “Ecoltava” was founded as an attempt to address the ecological problems in Poltava. It became obvious that someone has to communicate with the local authority that is responsible for the management and control of the Makukhivka disposal site.

The group of activists founded the NGO in 2013. The organization started from the small local projects: waste collection in the forest areas and parks, organization of the lectures on eco-conscious lifestyle, as well as participation in working groups of the local municipal council. The strategy of the organization was to develop personal relationships with the officials while offering their own expertise in eco-policy.



**Maksym Makukha**  
technical advisor

*“We decided to develop and suggest high-quality solutions instead of being in a position of activists who just criticize local officials and try to cancel their decisions”,— Maksym remembers.*

The expertise of the organization helped to establish the relationship with the local officials. For example, the councilors requested advice on different aspects of the ecological programs or strategies which were voted on by the council. Therefore, the organization gained a positive reputation among the officials, which enhanced further cooperation.

Nowadays, “Ecoltava” works on priorities that include waste management, youth activism, climate change, and renewable energy sources.

## Collaboration with the Local Council

“Ecoltava” has been unsuccessfully negotiating the development of the ecological strategy of the city with the local council (municipality) for a long period of time. The city mayor and coalition have been re-elected three times in a row and did not demonstrate any interest in collaboration with the CSOs on ecological initiatives. Maksym says the officials had their private interest in the waste management system of the city and had no intention to spend budget funds on ecological projects. Having no other options, the organizations decided to file a lawsuit against the local council for non-compliance with the environmental legislation of Ukraine and non-compliance with the law “On Waste”.

The situation changed when the councilors took a vote of no confidence against the city mayor. The coalition in the council changed and had a strong motivation to demonstrate its efficiency to collect political support of the voters 1.5 years ahead of the elections. This situation created an opportunity for “Ecoltava” to advocate a city program on waste management. Its adoption was the result of an agreement between the city council and NGO, which withdrew a lawsuit against the city council. However, the mechanisms for further advocacy remained as “Ecoltava” could file a lawsuit again if the newly adopted program was not implemented.

Within the program, the containers for the waste sorting were installed and the “eco-bus” was launched in Poltava. The project was aimed at collecting hazardous waste (batteries, lamps) from different points in the cities and transferred it further for proper utilization.

## Collaboration with the Local Council

After a successful launch of the “eco-bus” in Poltava, “Ecoltava” decided to extend this practice to the regional level. The organization offered to the regional council to implement the same project in the whole region, so the residents of other communities could also dispose of the hazardous waste in a safe way. Unlike the case of challenging partnership relations with city administration, the regional

council demonstrated interest in projects, which can have positive media coverage. The important pre-conditions for successful collaboration with the regional council were:

- Networking with the partner organizations in the communities of the region, who supported the idea.
- Communication on the benefits for the regional councils if the project is implemented (including political).
- The previous experience of successful collaboration with the officials and projects implemented in partnership.

*“We had a meeting with the head of the Poltava region council. It was a chance to persuade him that ecology is a trend, and “Eco-bus” is a unique project on the regional level that he can implement. We managed to “sell” this idea.”*

Regional eco-bus is a project aimed at collecting hazardous waste in the whole region. The funding is shared by the regional budget, part of which is 50%, and the communities’ funds, which is another 50% share. Besides offering this idea, “Ecoltava” also provided support in launching the project and delivered an information campaign.

The further advocacy campaigns on the national level “Ecoltava” sees in developing a partnership with network organizations. “Ecoltava” is a member organization of Climate Action Network (CAN), Network of Ukrainian Sorting Initiative, and Ukrainian Climate Network.

*“We stay in touch with these networks. In the COVID-19 situation, the collaboration is mainly limited to discussion of new ecological legislation and amendments in the chats or development of common communication strategies on different legislative initiatives.”*

## Take-Aways on Collaboration & Advocacy

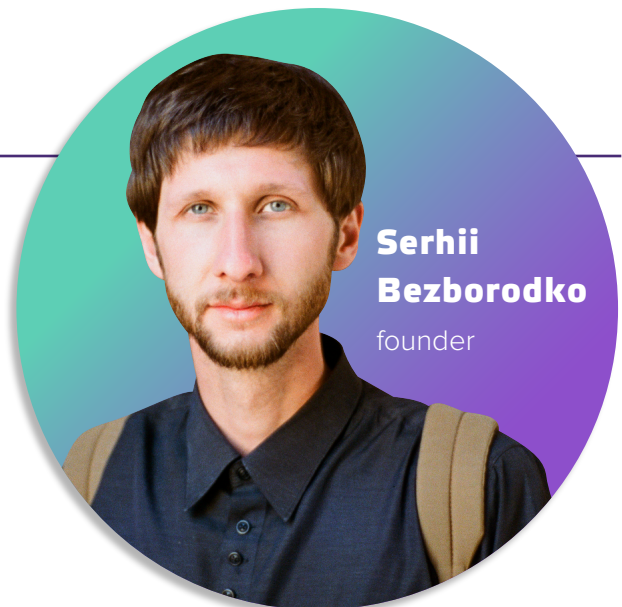
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- It is important to ensure the long-term financial support of the projects: this year the regional “eco-bus” has not yet received funds from the regional budget due to political changes in the council.
- The formal tools of participation in decision- and policy-making, such as working groups do not ensure the real influence of NGOs. For example, “Ecoltava” was engaged in the development of the Action plan of sustainable energy development of Poltava in 2017, however, none of their inputs were included in the final draft. Maksym says that the involvement of NGOs in the working group was a formal step to legitimize the Action plan, while in fact their proposals were ignored.
- Experience and expertise are important conditions to build trust with the organization. Providing support for political stakeholders in the development of the solutions and programs is essential for further collaboration and partnership.
- Communication on political benefits is another aspect that increases chances for political support and funds allocation for the initiatives proposed by the NGO. The officials are especially open to initiatives that could have media coverage in a short period before elections. It opens a “window of opportunities for the NGOs to advocate their projects.
- The formal documentation of the government’s commitment is a tool to keep officials accountable for the achievement of the goals defined by the program.

### CASE OF NGO “ECO-CITY”: THE FIRST SORTING STATION IN CHERNIHIV

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“Eco-city” started as a local initiative of the volunteers after the “Revolution of Dignity” in 2014. Active citizens united to collect garbage in the green areas and discuss illegal real estate constructions. Later the initiative was registered as an NGO and defined its key areas of work which are as follows: waste sorting and recycling, landscaping, eco-education for children. The organization still has no permanent employees and hires managers for projects.



**Serhii  
Bezborodko**  
founder

*“We do our best to manage the funds effectively and use the resources for the project activities, not for the salaries. This gives us a certain level of flexibility. We do not focus only on the projects we have financial support*

*for, but also on the areas which are not covered by the local administration. If we have no donors’ support for such projects, we fund-raise the money ourselves.”*

The organization has been working for 3–4 years in advisory boards and working groups but has seen no real impact. The decisions were made by the local council with no position of NGO included in the final documents, regardless of the formal participation of “Eco-city”. The impact of NGOs in the formal working and advisory groups was rather limited.

In 2019 “Eco-city” decided to open the first waste sorting station in the city, which accepts the waste from the citizens for free and finds the way for its further recycling. However, the efforts of the volunteers were not sufficient to launch such a project — it also required the building suitable for the waste collection, sorting and keeping it before further recycling. The organization followed a strategy of building personal contacts with particular departments of the local council. In this case, it was a municipal institution, Chernihiv regional youth center which is located in the building of an old cinema. “Eco-city” offered the youth center to be a partner in the project proposal submitted to the Embassy of the Czech Republic to receive the funding for the sorting station. The role of the center was to provide a space in the building which is suitable for the installation of a waste station. Since many of the rooms in the cinema were not used by the center, the administration agreed to join the project. The previous experience of collaboration on other projects such as common festivals and lectures organized by the youth center and “Eco-city” laid the ground for this partnership.

*“The participation of the youth center was limited to providing us with the space in the building, which was actually abandoned for that moment. In return, we mentioned the youth center as a partner of the project in our communication.”*

“Eco-city” actively involved the director of the center in public events. She also invited other officials from the city council and the project became attractive for the politicians who are always eager to gain political benefits.

*“When the ambassador of The Czech Republic came to open the sorting station, all high-level officials from the regional council joined the event.”*

The volunteers helped to sort the waste into containers. The station has been accepting more than 20 types of materials for further recycling. In addition to the usual materials such as paper, glass, and plastic, the station was also working with Tetra Pak, cellophane, courier packages, bubble wrap and dairy packs.

The organization invested its own funds into the reconstruction of the youth center garage and adapted it to the needs of the station. They also launched an information campaign to inform people about the station and invite them to join the project. After “Eco-city” observed a high level of interest from the public, they decided to focus their efforts on waste recycling, although the organization used to work with a wide range of topics.

“Eco-city” started to actively communicate with the public on the issues of waste management, trying to explain the need to sort the waste for further recycling. The idea was to communicate in a simple and understandable way using social media and other channels. The organization has been publishing regular news digests on ecology covering key decisions of the local council and explaining the issues and manipulations if any happened. For “Eco-city” it was essential to focus not only on the problems and ecological issues that the city faces, but also to offer solutions and changes which can make the city more eco-friendly.

*“We decided to communicate not only on the issues but to have a public discussion on the different solutions and policy options.”*

Actively communicating on waste recycling, the organization managed to involve many citizens in the project, the brand of “Eco-city” was becoming stronger. This, Serhiy says, was an issue for the director of the youth center, who realized that “Eco-city” is more popular among the public than the center itself. As a result, the director decided to terminate the agreement and left “Eco-city” with no building for the station.

However, the organization managed to find a new place to move the station in, now it is located in the building of Chernihiv Polytechnic National University. The administration of the university offered “Eco-city” to use the old craft rooms for the station as they found out about the problem from social media. “Eco-city” is reconstructing the building and preparing to open it soon. This time the organization signed a 5-year contract with the university to avoid further problems with a new building. The new station will be extended with the recycling facilities and lecture space to host the events for children.

## Take-Aways on Collaboration & Advocacy

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- The formal tools such as working groups and advisory boards do not ensure real impact for the NGOs. Despite the involvement of CSOs, the final decisions made by the council do not include the inputs from the activists. Do not expect the local authority to provide support for the projects. Instead, try to collect the necessary resources independently.
- If you launch the project in collaboration with the local authority, make sure to clearly determine all aspects of such partnership in the official agreement. Otherwise, you might be “expelled” as soon as you become uncomfortable for the local council or officials.
- Effective communication and a strong brand are essential for the citizens’ engagement. If you expect citizens to join the initiative, use the right communication tools and messages. In particular, do not focus only on the problems, communicate your solutions and action plans to demonstrate you have the vision to address the issues.
- Choose a particular area to focus your efforts on and build your brand around it. Do not try to work with a wide range of topics and be everywhere. Having clear priorities will help to build expertise and make people associate your brand with certain topics.
- Use the resources reasonably. If possible, involve volunteers and invest the money in communication or other activities instead of spending it on salaries.
- Find a stakeholder which is committed to working with your NGO. It is not necessary to be the city council or the mayor, sometimes you have to build relations with a particular municipal institution or local councilors.

## CASE OF NGO ZERO WASTE LVIV, THE PROHIBITION OF PLASTIC BAGS

A huge fire at a municipal waste disposal site near the city of Lviv, Western Ukraine led to a serious garbage crisis in 2016. The groups of four firefighters died, buried under the tonnes of trash while struggling to extinguish the fire. The disposal site was closed for the further use, the access to nearby landfills was restricted, leaving the city in the garbage crisis. For the next several months, city administration couldn't deal with the disposal of tonnes of waste that the city produces everyday. The city with a population of over 750,000 people was loaded with garbage on the streets and no clear plan how to address the problem.

Zero Waste Lviv started as an initiative of experts on ecology that were invited to join the Advisory board of the city administration after the garbage crisis in 2016. As Iryna Myronova, CEO mentions:

*"We realized that this crisis is not unique for Lviv. It could have happened in any region of Ukraine. Dealing with the consequences of the crisis was not enough. This case revealed severe problems that we as a country face in the sphere of waste management."*

The launch of the Advisory board was initiated by the local council which expected to solve the problem in a short run. Therefore, the crisis opened a "window of opportunities" for the CSOs to bring significant transformations to the sphere of waste management. It was a right moment to advocate strategic and infrastructure changes that the city needed. After the local council realized the serious issues that the city faces in the waste management, the officials demonstrated an intention to collaborate with CSOs to avoid another crisis. As a result, inspired by the positive international practices, zero waste was chosen as an approach to deal with the waste management issues.



**Iryna  
Myronova**  
CEO

The first step in introducing transformation was development of the key stakeholders' map and their further analysis. It was crucial to understand who the biggest garbage producers are, how the waste management system works, and who are the key decision-makers and responsible parties in the city administration. One of the challenges in this process was to reveal "non-obvious" stakeholders which have a strong invisible impact on waste production. In this case such stakeholders were supermarket chains and restaurants. For this reason, Zero Waste Lviv together with the local council involved the coffeehouses and restaurants in the project "It is cheaper to use your own cup". The local businesses provided discounts for all customers taking drinks away in their reusable cups. To engage a wide range of restaurants, the campaign was covered in the media to make this initiative attractive for the restaurants, so they can have additional advertisements as a benefit of joining the project. Further, the project was extended to the big chain of restaurants FEST! and included introduction of waste sorting systems in all restaurants.

*"When you gain the support of big business, it means a certain level of credibility for your organization."*

## Official Declarations of Intentions

Iryna points out that another important aspect of establishing a partnership with the local council is to determine the intentions for the changes in the official strategy and action plans with clear indicators instead of general statements which have no further consequences. In Lviv the first waste management strategy was adopted in 2017, which includes the goals and indicators aimed at reducing the amount of produced garbage.

*“It is crucial to understand where we are in terms of regulations in the sphere, whether the government has the particular position and policy vision. Sometimes it makes sense to start from the declaration of the intentions on the local level, not everything can be solved by the laws.”*

In November, 2018 the executive committee of the Lviv city council issued a decree with the recommendation to the supermarkets to reduce the usage of plastic bags (it has no power to prohibit the use of plastic bags). With this Decree, the local council also obliged itself to deliver an information campaign and develop tools to encourage business to join the initiative. This is another example which demonstrates the important role of formal documents in determining the role of officials in the process of project implementation.

## International Brand

In 2019 Zero Waste Ukraine was established and joined the Zero Waste Europe network. This step was important as the use of international brand makes the position of CSO stronger in their interactions with the officials and businesses. For instance, the meeting of the coordinator of Zero Waste Europe with the city mayor was beneficial, on the one hand, for the mayor who demonstrates commitment to address the problem, and, on the other hand, it was an official statement that must lead to the further actions and creates favorable conditions of CSOs to achieve further progress.

## Citizens Engagement

The crucial component of zero waste strategy implementation was Zero Waste Festival, which was aimed at demonstrating the demand of society to make progress in the waste sorting and waste reduction.

*“When thousands of people demonstrate interest in learning how to sort the garbage and visit lectures on this topic, you have a strong position for the further communication with the local council and businesses because these people are their potential voters and customers.”*

## Communication Campaign

The advocacy campaign on plastic bags prohibition started with the dialogue initiated by Zero Waste together with the local council. Several steps were determined to be introduced in the supermarkets to gradually reduce the usage of plastic bags:

- To change the attitude toward people who do not use plastic bags, for instance, to stop offering free plastic bags at the cashier for every client.
- To develop a guideline for “Day without plastic” for the supermarket chains.

Iryna highlights that to make business actively involved, it is important to “let the competition work” — cover in the media all small steps every supermarket makes to become more eco-friendly, so their rivals are motivated to follow their examples. Zero Waste Lviv cooperated closely with the media to ensure that the topic is on agenda and good practices are demonstrated for the wide audience of citizens as well as other businesses. Moreover, the successful media campaign led to the commitment of the supermarkets from the other cities to join the initiative.

Some of them contacted Zero Waste and asked for their help in the organization of “No plastic day” in their cities. As a result, similar initiatives were supported by the Ministry of Environment and the

Minister visited Lviv to meet with “Zero Waste”, which strengthened the brand of organizations and strong position for the further advocacy campaign.

## Take-Aways on Collaboration & Advocacy

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- **Partnership with local administration:** use the “window of opportunities” when the ecology becomes a topic of political agenda to offer your proposals and policy ideas. The partnership with the local council could enhance the organization’s capacity to collaborate with other stakeholders such as local business, make the organization’s priorities part of local council strategic documents and further scale up the best practices to the other cities. However, to achieve this level of partnership, it is important to demonstrate the demand from society for such transformations.
- **Win-win relations:** when building communication with stakeholders either business or local administration, it is important to show benefits that another party can receive. For example, offer to take responsibility for the part of the project such as its administration or public campaign management. Similarly, show that best practices have media coverage which positively impacts the brand of local council or business. On the contrary, explain that lack of commitment and action to make a change could lead to the negative reputation losses and critics from the CSOs.
- **Small steps matter:** even if great transformations are not possible at the moment, it is important to make projects on the local level which could put the topic on agenda and increase citizens’ and stakeholders’ engagement in advocating positive changes. There is no need to expect that all necessary changes will happen rapidly and the government will develop and implement policy that solves all issues.

# **ON THE ROLE OF LABOR UNIONS**

## in the Transformation of the Mining Regions

In October 2020 the government presented the concept of mining region transformation. Since 2005 the government made several attempts to implement the reform, however, none of them was successful in achieving determined goals. The reform is aimed at addressing the problem of inefficient mines operating in Ukraine which receive significant financial support from the government (€5.9 billion in 2020) as well as tackling the harmful impact of the industry on the environment. The transformation includes the vision of mines' reorganization and closure as well as measures to address the consequences of this reform.

Based on the input of the World Bank, the analysis of the labor unions working with the transformation of the mining regions was conducted. The mapping of key unions was done as follows: 1) desk research of the labor unions which includes analysis of the long list of all unions operating in Ukraine to reveal organizations that work with issues of mining regions (includes media coverage and analysis of websites and social media pages); 2) short semi-structured phone interviews to analyze the position of these unions on the developed concept of the reform and their involvement in the process of policy development.

Overall, five unions have been covering the issues of mining regions' transformations, which are all listed in the annex. However, only two of them played an active role in advocating the interest of the miners in the context of the reform development, while the role of other unions is mainly limited to occasional news coverage of the miners' issues. The perspective of the unions on the transformation of the mining region could be outlined in the following statements:

- Unions agree that mines' closure is an important step, however, it requires significant resources and a clear vision on how to address the issues caused by this reform. In particular: 1) installation of the drainage system to avoid ecological disasters such as flood as a result of the mines' closure (mentioned the case which took place several years ago in Selidove, Donetsk region when the water level in the mines rose and led to floods and pollution); 2) social guarantees for the miners are the important aspect since other industries are not well developed in the regions and mining is key sources of income for a great share of families living in these communities; 3) no financial resources are provided yet for the comprehensive reform which requires significant funds to manage the implications of the mines' closure (unions mentioned €30 million support from the government of Germany, which is far from the necessary sum to implement the reform properly).

- Lack of consistency in the transformation of the mining regions: the representative of the labor union mentioned that she remembers 8 different attempts and concepts developed by the government which were aimed at reform of mining regions. However, none of them resulted in the successful and finished reform since 1) the approach to transformation changes with every government that comes to power; 2) none of the concepts had the necessary funds allocated to implement the reform and ensure a smooth transition of the region to "post-mining" period.
- Although one representative of the labor union is a member of the coordination board on the transformation, they say that the role of unions is rather limited in the process of reform development in this phase. The Independent Trade Union of Miners of Ukraine mentioned poor coordination both, between different governmental agencies, for example, Ministry of Energy and Ministry of Territorial Development and Ministry of Social Policy (which, in their opinion, should be involved to address the social implications of the transformation) as well as between government and labor unions. Labor Union of Coal Industry Workers of Ukraine submitted the request to involve labor unions closely in the development of all documents related to the reform of the mining region and consult with the representatives of the miners on the local level in the location which will be affected by the reform. The unions highlight that the consistent coordination and consultations with their representative did not take place at the stage of reform concept development, however, within last weeks they had a chance to discuss these issues at the meeting with the Minister and reached an agreement on the further steps.

The Ministry of Territorial Development that is responsible for the development of the concept program of mining regions' transformation claims that the public presentation took place in November, 2020. Although, according to the official

answer provided to CHESNO from the Ministry, the proposals received during this presentation were analyzed and taken into consideration, the report on such discussion is not available. The Ministry shared the news on the website which contains information that presentation took place for center-of-government agencies, local executive agencies, MPs, associations of local self-governance agencies. However, no sign of labor unions involvement in this process is available neither on the website of the Ministry, nor in any other report available. Additionally, the Ministry in the official answer mentioned that the document was sent to the labor unions for their approval and e-consultations were conducted on the website of the Ministry. However, this position contradicts information provided by the labor unions which claim that no active engagement of their representatives happened in the development of the concept of mining regions' transformation. Concerning the e-consultation mentioned by the Ministry, no proposals were received during two weeks when the call was open for all interested parties to submit their proposals. The e-consultations in this case are rather a formal compliance with the requirement of the legislation and the consultation process is limited to publication of the announcement on the website to submit proposals via email with no further communication. Overall, no evidence of real involvement of the labor unions was provided by the Ministry on the official information request submitted by CHESNO. Therefore, it could be assumed that participation of the labor unions was rather occasional and effective coordination with this group of stakeholders is lacking.

All in all, officially the government [claims](#) labor unions to be one of the key actors which should be involved in the reform development and implementation. However, the labor unions say their participation in this process is rather limited. Labor unions point out poor coordination of this reform and no real involvement of miners' representatives happening at the early phase of reform concept development. At the same time, the Labor Union of Coal Industry Workers of Ukraine observes progress in establishing contact with the Ministry and expects further consultation to happen in the reform preparation and implementation. Overall, the labor unions have serious concerns about the implications of the mining region transformation and the government's approach to addressing the social, economic, and ecological aspects of this reform.

# **THE PRACTICAL USE OF THE REPORT:**

Outlook & Recommendations

The qualitative and quantitative data analyzed and summarized in this report could facilitate further activities associated with stakeholders' engagement to develop policies in the development policies in the protection. The stakeholders' database contains up-to-date information on key actors in climate change which is grouped by their type and other characteristics such as the specific sphere of interests, activity level, and area of operation. This information could be used to contact relevant stakeholders and provide a general overview of actors in each group. Overall, the mapping showed that CSOs and international organizations have a strong position in advocating initiative in climate change. These stakeholders could significantly contribute to climate change policies if effective mechanisms of cooperation with the decision-makers are established. The structure of the stakeholders' database allows determining organizations that have significant expertise and capacity to either advocate or develop an agenda in climate change. Additionally, the distribution of stakeholders by priorities and types of activities demonstrates trends and "hot" topics driven by different stakeholders and gaps that require more efforts from the interested actors.

The chapter on citizens' engagement shows that formal mechanisms of citizens' engagement are not widely used in developing decisions in the sphere of climate change or environmental protection in general. The public's engagement is usually determined by the capacity of local CSOs to build relations with the officials and councilors to advocate eco-initiatives in the communities of their operation. Therefore, considering the potential that CSOs have in pushing ecological agenda compared to the use of formal mechanisms such as e-petitions or public hearings, the dialogue between the public and officials could be further extended with the support of CSOs. While many CSOs work as grass-roots initiatives and manage to bring significant changes in their communities (including cases

described), their professionalization and strengthening of institutional capacity could facilitate cooperation between decision-makers and the public on a local level.

The overview of the mechanism of citizens' participation in the policy development process on the national level showed that public consultation is the tool with significant potential to develop multilateral relations between different groups of interests. Although many issues associated with the public consultation exist, the practice demonstrated that with political support, leadership, and proper planning, consultations could enhance the quality and inclusiveness of the policies. The fact that some of the policies are developed in compliance with principles of a broad dialogue while others undergo a very formal consultation process demonstrates that stakeholders' engagement depends mainly on the willingness of key decision-makers to hold an open discussion. Therefore, the transformation of the consultation requires the support of top managers of the ministries (both political and professional bureaucrats such as state secretaries). While many of the "green" transformations and policies associated with climate change are supported by the international partners, the need to have inclusive consultations in developing these policies could be a reasonable requirement of further partnership and support.

The indicators on public consultation conducted by the ministries and qualitative information on the critical issues provided in this report could be used as a baseline to monitor further changes in stakeholders' engagement by the ministries. Since the new Law is about to be adopted by the Parliament, these data could be used to evaluate the impact of the new legislation on the quantity and quality of public consultation, including in the sphere of climate change and other relevant areas.

# ANNEXES

## **ANNEX: LIST OF PUBLIC CONSULTATIONS IN THE 1<sup>ST</sup> & 2<sup>ND</sup> QUARTERS OF 2021**

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### **Ministry of Ecology & Natural Resources of Ukraine**

- Draft decree of the Cabinet of Ministers of Ukraine “On Amendments to the Licensing Conditions for Hazardous Waste Management”
- Draft decree of the Cabinet of Ministers of Ukraine “On Amendments to the Licensing Conditions for Hazardous Waste Management”
- Draft regulation of the Cabinet of Ministers of Ukraine “On approval of the Marine Environmental Strategy of Ukraine”
- Draft order of the Ministry of Ecology and Natural Resources of Ukraine “On approval of the Procedure for creating and maintaining the Unified State Register of Operators of Controlled Substances” and the analysis of regulatory impact
- Draft decree “On implementation of an experimental project of submitting via e-form of the conclusion on whether the waste of the Green List of wastes, which is subject to export or import, falls under the provisions of paragraphs 6–33 of the Regulation on control over transboundary transportation of hazardous wastes and their disposal approved by the decree of the Cabinet of Ministers of Ukraine as of 13 July, 2000 No. 1120”
- Draft Law of Ukraine “On Chemical Safety and Handling of Chemicals”
- Draft order “On approval of the Limits of use (shooting/catching) of wild cloven-hoofed mammals and fur animals, and on Rationalization of other hunting crops, attributed to the state hunting fund, in hunting season 2021–2022”
- Draft order of the Ministry of Ecology and Natural Resources of Ukraine “On adoption of Amendments to some regulatory legal acts”
- Draft regulation of the Cabinet of Ministers of Ukraine “On approval of the Second national contribution of Ukraine to the Paris Agreement”
- Draft decree of the Cabinet of Ministers of Ukraine “On adoption of amendments to the Licensing Conditions for Hazardous Waste Management”
- Draft Order “On adoption of amendments to the order of the Ministry of Ecology and Natural Resources of Ukraine as of 06 March, 2019, No. 100”
- Draft order of the Ministry of Ecology and Natural Resources of Ukraine “On approval of the procedure for maintaining the Unified Register for Monitoring, Reporting and Verification of Greenhouse Gas Emissions”
- Draft Law of Ukraine “On Chemical Safety”

- Draft order of the Ministry of Ecology and Natural Resources of Ukraine “On adoption of Amendments to some regulatory legal acts”
- Draft Law of Ukraine “On adoption of amendments to the Law of Ukraine “On Environmental Impact Assessment” with regard to the improvement of the procedure for assessment of environmental impact”
- Draft order of the Ministry of Ecology and Natural Resources of Ukraine “On adoption of changes to some Technological standards of permissible emissions of pollutants”
- Draft regulation of the Cabinet of Ministers of Ukraine “On adoption of the Strategy for Environmental Security and Adaptation to Climate Changes until 2030”
- Report on strategic environmental assessment of the project for National Strategy for Forest Management until 2035
- Draft Code of Ukraine on Subsurface Resources
- Draft decree of the Cabinet of Ministers of Ukraine “On adoption of the Technical regulations on limiting the lead content in paints and varnishes and amending the list of state market surveillance authorities and their areas of responsibility”
- Amendments to the Law of Ukraine “On Environmental Audit”
- Draft order of the Ministry of Ecology and Natural Resources of Ukraine “On adoption of amendments to the order of the Ministry of Ecology and Natural Resources of Ukraine No. 459 as of 02 December, 2015”
- Draft order of the Ministry of Ecology and Natural Resources of Ukraine “On approval of the Fishing regime in the Black Sea basin in 2021”
- Draft Law of Ukraine “On adoption of amendments to some regulatory legal acts of Ukraine with regard to bringing the fees for special use of wildlife and natural plant resources in line with the Budget Code of Ukraine”

## **Ministry of Energy of Ukraine**

- Draft order of the Ministry of Energy “On recognition of the industry regulatory documents as non-applicable on the territory of Ukraine”
- Draft decree of the Cabinet of Ministers of Ukraine “On changing the list of types of products in respect of which state market surveillance authorities exert their control”
- Draft regulation of the Cabinet of Ministers of Ukraine “On approval of the Concepts of the State target economic program for the development of the nuclear industry until 2026”
- Draft document for state planning “On adoption of changes to the State target environmental program of primary actions to ensure security and safety of objects and site of former uranium production of the production association “Prydniprovsky Chemical Plant” for 2019–2023”, as well as draft of

the report on strategic environmental assessment of the projects of changes to the State target environmental program of primary actions to ensure security and safety of objects and site of former uranium production of the production association "Prydniprovsky Chemical Plant" for 2019–2023”

- Draft decree of the Cabinet of Ministers of Ukraine “On adoption of amendments to some decrees of the Cabinet of Ministers of Ukraine”
- Draft order of the Ministry of Energy “On approval of the Regulations on the procedure for preparation and evaluation of electric power facilities for operation in the autumn-winter period”
- Draft Law of Ukraine “On adoption of amendments to some laws of Ukraine with regard to the development of production and consumption of Biomethane”
- Draft Law of Ukraine “On adoption of changes to the Tax Code of Ukraine with regard to setting a zero tax rate on carbon dioxide emissions for installations that produce such emissions as the result of biofuel combustion”
- Draft decree of the Cabinet of Ministers of Ukraine “On adoption of amendments to the decree of the Cabinet of Ministers of Ukraine No. 667 as of 29 July, 220”
- Draft decree of the Cabinet of Ministers of Ukraine “On adoption of amendments to clause 16 of the Procedure for issuing special permits to use the subsurface resources”
- Draft order of the Ministry of Energy of Ukraine “On approval of the Technical regulation for energy labeling of energy consumer products”
- Draft decree of the Cabinet of Ministers of Ukraine “On approval of the Technical regulation with regard to the requirements for ecodesign of the solid fuel boilers”
- Draft decree of the Cabinet of Ministers of Ukraine “On adoption of amendments to some decrees of the Cabinet of Ministers of Ukraine with regard to improving competitive conditions to stimulate electricity production from alternative energy sources”
- Draft order of the Ministry of Energy of Ukraine “On adoption of Regulations on the State paramilitary rescue service in the coal industry of Ukraine”
- Draft order of the Ministry of Energy of Ukraine “On adoption of the Procedure for qualification of cogeneration unit”
- Draft decree of the Cabinet of Ministers of Ukraine “On approval of Technical regulations with regard to the requirements for ecodesign of the ventilation installations”
- Draft decree of the Cabinet of Ministers of Ukraine “On approval of Technical regulations with regard to the requirements for ecodesign of the local heaters”
- Draft order of the Ministry of Energy of Ukraine “On adoption of changes to the Methodology of determining the fee for access to the infrastructure elements of the power facility”
- Draft decree of the Cabinet of Ministers of Ukraine “On approval of Technical regulations with regard to the requirements for ecodesign of professional refrigerator units for storage, intensive cooling and shock freezing chambers, other condensing and refrigeration units”

## **ANNEX: RECOMMENDED TOPICS FOR TRAINING PROGRAM ON PUBLIC CONSULTATIONS** \_\_\_\_\_

The program on public consultation for the civil servants working with policy development and stakeholders' engagement could include the following topics:

- General principles and goals of public consultation (in line with best practice and international organizations' recommendations such as OECD).
- How the government benefits from public consultation.
- Long-term planning of public consultation (deciding on which policies have a strong impact and require broad consultation and those which could be limited, for example, to e-consultation). Although we have annual planning now, the ministries include in this plan all policies which are planned to be developed during the year. We believe it is important to prioritize and focus on the ones which have a significant strategic role or are very controversial, and have many different actors with different interests.
- Designing public consultation cycle (stages, outcomes of each stage, types of consultation for each stage, direct and indirect consultation such as opinion surveys etc).
- Deciding on key stakeholders of particular policy (who the primary stakeholders, secondary ect).
- Communication: deciding on the means and tools to be used to reach each of the groups of stakeholders, cooperation between departments responsible for policy development and communication departments.
- Facilitation of public consultations, stakeholders management.



Collaboration Between  
Government & Civil Society Organisations  
in the Sphere of Ecology in Ukraine:  
Stakeholders Mapping & Best Practices

2021