

# Staffing of the Civil Service During Martial Law: Needs, Challenges and Prospects

2026



*This document was prepared with the support of Sweden. The contents of the document are the sole responsibility of CSO 'Agency for Legislative Initiatives' and do not necessarily reflect the position of Sweden.*



# Contents

|                                                                                                                                                               |           |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------|
| List of Abbreviations . . . . .                                                                                                                               | 4         |
| Executive Summary . . . . .                                                                                                                                   | 5         |
| Conclusions and Recommendations . . . . .                                                                                                                     | 8         |
| Introduction . . . . .                                                                                                                                        | 11        |
| <b>Section 1. Current State of Staffing in Public Authorities and Existing Practices of Selection for Civil Service Positions under Martial Law . . . . .</b> | <b>13</b> |
| 1.1. Legal Regulation of Selection for Civil Service Positions during Martial Law . . . . .                                                                   | 13        |
| 1.2. Staffing in Public Authorities: Pre-War and Wartime Periods . . . . .                                                                                    | 15        |
| 1.3. Selection for Civil Service Positions under Martial Law: Results of the Questionnaire Survey . . . . .                                                   | 18        |
| <b>Section 2. Legislative Initiatives on Restoring Competitions for Civil Service Positions . . . . .</b>                                                     | <b>26</b> |
| 2.1. Legislative Impact Assessment of Draft Law No. 13478-1 . . . . .                                                                                         | 26        |
| 2.2. Readiness of the Civil Service for the Adoption of Draft Law No. 13478-1: Survey Results . . . . .                                                       | 35        |
| <b>Annex A. Ratio of the Number of Appointed and Dismissed Civil Servants in 2020–2025 . . . . .</b>                                                          | <b>44</b> |
| <b>Annex B. Ukraine’s International Commitments in the Field of Civil Service Staffing . . . . .</b>                                                          | <b>49</b> |
| <b>Annex C. Stakeholder Opinions on Draft Law No. 13478-1 . . . . .</b>                                                                                       | <b>55</b> |
| <b>Annex D. Ratio of Women to Men in Civil Service Positions . . . . .</b>                                                                                    | <b>58</b> |
| <b>Annex E. Questionnaire (Staffing of the Civil Service Workforce During Martial Law; Draft Law No. 13478-1) . . . . .</b>                                   | <b>62</b> |

# List of Abbreviations

VRU — Verkhovna Rada of Ukraine

EC — European Commission

QCCS — Quantitative Composition of Civil Servants

NAUCS — National Agency of Ukraine on Civil Service

OECD — Organisation for Economic Co-operation and Development

SIGMA — Support for Improvement in Governance and Management

CEBs — central executive bodies

EU — European Union

# Executive Summary

The suspension of competitive selection in early 2022 was a necessary emergency measure for the civil service system in the first months of the full-scale invasion. At the same time, several questions remain open regarding:

- › whether the use of this practice throughout the entire period of the legal regime of martial law is justified;
- › the mechanisms to be introduced to remedy the situation;
- › whether the proposed approaches meet the interests of the target audience — civil servants themselves.

This report seeks to answer these questions.

Throughout martial law, the restoration of competitive procedures for civil service positions has repeatedly prompted active debate. International institutions have emphasised the need for Ukraine to return to merit-based, competitive selection. Lawmakers have focused on meeting these requirements, while the target audience — civil servants themselves — does not always share this view.

This study focuses on civil servants' internal perspective of the current state of play and prospects for staffing the civil service during the legal regime of martial law, as well as their attitudes, needs and expectations.

The internal assessments and attitudes of the civil service were identified through an anonymous questionnaire survey.

Overall, the survey results indicate that civil servants have adapted to the current staffing model and appear to have limited awareness of the potential advantages of competitive selection. A majority of respondents **(57.2%) are comfortable with the absence of competitive procedures** and, in some cases, openly oppose their restoration, not only during martial law but more broadly.

At the same time, some respondents **clearly recognise the need to restore competitive procedures** for civil service positions and expect this step to be taken. They associate such procedures with fair selection, reduced subjective discretion and lower corruption risks in staffing decisions. However, this group accounts for only **26.3%** of respondents.

Although the prospect of restoring competitive procedures did not receive broad support, a **majority of respondents (51.7%) expressed trust in their results**. At the same time, almost **one in five respondents does not trust** the results of competitive selection. As civil servants themselves explain, this mistrust is based on their own negative experience of taking part in competitive procedures.

This experience has created demand among respondents for improving the quality and transparency of competitions. In this context, civil servants identified **areas that could strengthen the effectiveness of the Commission on Senior Civil Service and competition commissions**, including: (1) granting commissions the power to select one winner of the competition and the

next-ranked candidate, who may take up the position if the winner declines or if the position becomes vacant within one year after the competition — 29.5%; (2) reducing political influence on commission members — 29%; (3) specifying liability for interference in the work of commissions — 22.9%; (4) training commission members in tools for assessing candidates' professional competence — 22.5%.

**Civil servants appointed without competition during martial law are concerned about their future status once competitive selection is restored.** Most respondents (**42.8%**) believe that such persons should be able to **continue in civil service without a competition based on the results of performance appraisal**, 26.7% — **based on the actual length of service** and 22.5% — **based on a competition under the general procedure**. In addition, respondents suggested combining appraisal results with the time actually worked, as well as simplifying competitive procedures for persons who already have some length of service in civil service positions.

**38.6%** of survey participants stated that **continuation of civil service based on a decision of the appointing authority would improve the quality of public administration**, as it creates opportunities to **retain valuable and experienced staff**.

On the one hand, these results may reflect concerns about competitive selection or an unwillingness to spend personal resources, in particular time and effort, on additional preparation for it. On the other hand, the inclination towards this practice may indicate that the **civil servants do not perceive the appointing authority's discretion as a significant risk and, in some cases, even regard it as a potential advantage and an acceptable alternative to competitive selection**.

At the same time, the **staffing model is not the main factor shaping the professionalism, prestige and stability of the civil service workforce**. **Working conditions** play an equally important role and are currently neither conducive to attracting highly qualified specialists to the civil service nor to retaining current civil servants.

**Only 8% of respondents consider civil service employment to be prestigious.** Respondents most often mention: (1) excessive workload, which leads to burnout and resignations; (2) low remuneration; (3) frequent changes in the organisational structure of state bodies (changes in structure, staffing tables and staff reductions); (4) instability of the system of central executive bodies (redistribution of powers, reorganisations and changes in subordination or functions of bodies); (5) ineffective decisions and weak management by the political leadership. These factors encourage civil servants to change jobs.

The adoption of Draft Law No. 13478-1 on restoring competitive procedures will contribute to meeting one of the requirements of the Ukraine Facility Plan for 2024–2027 and to resolving a number of problems related to forming the workforce, serving in and terminating civil service.

At the same time, civil servants are cautious about the draft law's ability to improve the situation. Only **4.2%** of respondents believe that it will do so, while the **largest share (29.2%) assumes that the draft law will help resolve the problems only partially**. Every sixth respondent (**17.8%**) is not familiar with the provisions of Draft Law No. 13478-1 at all. This points to insufficient awareness among civil servants of their prospects for continuing in the civil service and the need to strengthen communication activities to prepare them to work under the renewed conditions.

Despite the sceptical attitude of most respondents towards the restoration of competitive procedures, **competitive selection remains a tool with clear advantages over the current procedure for forming the civil service workforce**.

A meritocratic approach to staffing **increases the value of selection** both for the civil servant, who invests personal effort in entering the civil service, and for the state body, which has an interest in retaining a professional selected through competition.

**Selecting candidates for civil service positions on a competitive basis can potentially contribute to a more balanced distribution of workload among staff**, reducing the risk of situations where some specialists have to compensate for the lack of experience or professional training of newly appointed employees. Therefore, restoring competitions is likely to help reduce staff turnover.

The restoration of competitive selection and clarification of certain conditions for entry into, service in and termination of civil service should not be expected, in themselves, to automatically ensure the recruitment of highly qualified specialists or significantly increase the prestige of the civil service. This requires **comprehensive solutions aimed at creating working conditions that would be both attractive and acceptable for potential and current civil servants**. This concerns ensuring fair remuneration (respondents mention disgracefully low pay), stability in the system of public authorities and improving the quality of managerial competences and decisions of the political leadership, whose effectiveness is assessed critically by some civil servants.

**Restoring competitive procedures is a necessary step, but parallel efforts must continue to develop and implement measures that increase the prestige of the civil service and strengthen the state's image as a reliable and competitive employer.**

# Conclusions and Recommendations

In recent years, Ukraine's civil service system has faced serious challenges that have significantly affected staffing policy, mechanisms for appointment to and dismissal from positions, as well as the stability and professionalisation of the state apparatus.

Despite some progress in implementing the reform, building a genuinely professional and politically neutral civil service remains a complex task. Its implementation requires coordinated action at all levels of public administration and depends on a number of factors — legislative, institutional, staffing and political.

One important task for the future should be to eliminate the factors that make the civil service excessively dependent on political figures. This task involves strengthening the institutional autonomy of civil servants, ensuring the stability of their status, improving competitive procedures and protecting them from politically motivated appointment and dismissal decisions.

Civil servants demonstrated insufficient awareness of the planned amendments to laws on restoring competitions and improving the procedure for entering, serving in and terminating civil service, as well as limited readiness for the restoration of competitions.

Moreover, internal attitudes within the civil service point to latent resistance to the restoration of competitions, as well as an ambiguous perception of the proposal to give preference to veterans when determining competition results.

Despite the adoption of the Law of Ukraine 'On Amendments to Certain Laws of Ukraine Regarding the Introduction of Unified Approaches to the Remuneration of Civil Servants Based on Job Classification' (Law No. 4282) and clear positive developments in implementing the remuneration reform, the level of pay remains one of the main demotivating factors for civil servants, especially at the district level. In some cases, respondents state directly that, without salary increases, competition will instead lead to people leaving the civil service. Based on its audit, the Accounting Chamber of Ukraine also concluded that, despite certain achievements, the remuneration reform in public administration had not ensured the full achievement of its objectives — a fair, transparent and competitive remuneration system has still not been implemented.<sup>1</sup>

---

<sup>1</sup> Report of the Accounting Chamber of Ukraine on the results of the compliance audit on the topic 'Reforming the Remuneration System in Public Administration', approved by Decision of the Accounting Chamber of Ukraine No. 26-1 of 28.10.2025. 245 p. Accounting Chamber: official website (accessed: 25.02.2026).

## Recommendations to subjects of legislative initiative:

When finalising Draft Law No. 13478-1 for the second reading:

- 1) consider the expediency of clarifying the future status of civil servants in categories 'B' and 'C' who were appointed without a competition during martial law after competitive selection is restored. Within the questionnaire survey, the optimal criteria for allowing such civil servants to continue in civil service without a competition were identified as: (1) performance appraisal results; (2) a combination of two criteria — performance appraisal and actual length of service.
- 2) to increase the effectiveness of the Commission on Senior Civil Service and competition commissions established by the appointing authority in the relevant state body, and to reduce political influence on appointments to civil service positions:
  - › provide for granting such commissions the power to select **one winner of the competition from among the candidates and the next-ranked candidate**, who may take up the position if the winner declines or if the position becomes vacant within one year after the competition;
  - › specify liability for interference in the work of commissions (without clear sanctions, words about liability remain mere words);
  - › introduce **coordinated amendments to the laws 'On Civil Service' and 'On Central Executive Bodies' concerning the determination of competition winners for category 'A' positions** (state secretaries, heads of central executive bodies whose activities are directed and coordinated by the Cabinet of Ministers of Ukraine through the relevant ministers);
  - › return to the practice of adopting decisions on the dismissal of category 'A' civil servants **upon submission by the Commission on Senior Civil Service**,<sup>2</sup> which would increase safeguards protecting this category from politically motivated dismissals.
- 3) clarify the terminology used in the draft law in order to avoid inconsistent application of the regulatory provisions in the future, in particular:
  - › align the terminology with the Criminal Code of Ukraine and Law of Ukraine No. 4196-IX of 9 January 2025 'On Specifics of Regulating the Activities of Legal Entities of Certain Organisational and Legal Forms During the Transitional Period and Associations of Legal Entities';
  - › provide for a definition of 'gender balance' in Article 2 of the Law of Ukraine 'On Civil Service'.
- 4) align the procedure for forming the Commission on Senior Civil Service with the Constitution of Ukraine, taking into account that it defines an exhaustive list of the powers of the President of Ukraine and does not provide for his participation in forming this Commission.

---

<sup>2</sup> This practice was common before the entry into force of Law of Ukraine No. 117-IX of 19.09.2019 'On Amendments to Certain Laws of Ukraine Regarding the Resetting of Power'.

## Recommendations to the Cabinet of Ministers of Ukraine:

1. Ensure that the conclusions and recommendations of the Accounting Chamber of Ukraine regarding the civil service remuneration reform are taken into account.
2. Ensure strengthened information and awareness-raising work to communicate to civil servants information on the state of implementation and prospects for reforming the public administration system, the new provisions of Draft Law No. 13478-1, as well as information on the advantages of a meritocratic approach to forming the civil service over the current practice of selection for positions, service and dismissal from civil service positions, and on the changes awaiting civil servants after Draft Law No. 13478-1 is adopted as a law.
3. Ensure the swiftest possible restoration of the Unified Vacancy Portal.

# Introduction

The full-scale invasion became a major challenge for the entire field of public administration. To maintain the functioning of the state, especially in the first months of the armed aggression of the Russian Federation, it was crucial to adapt swiftly to the new challenges of martial law. The state was looking for what was then the optimal way to retain its civil service staff and avoid blocking the work of state bodies due to a shortage of human resources.

In May 2022, the Law,<sup>3</sup> which **suspended competitive selection for civil service positions for the period of the legal regime of martial law**, entered into force. On the one hand, this decision became an anti-crisis tool and made it possible to ensure the continuity of the functioning of public authorities in the first and most difficult months of the full-scale invasion. On the other hand, this practice called into question compliance with one of the key international principles of selection for the civil service — the **meritocratic principle**, according to which appointments should be made on the basis of candidates' professional capacity and competence.

Over time, European partners began to emphasise the need for Ukraine to restore competitions for civil service positions even before the end of the war. A transparent procedure for selecting specialists for civil service positions is one of the markers used to assess the implementation of the European Union's financial support for Ukraine — the Ukraine Facility Plan. To fulfil international obligations, subjects of legislative initiative developed draft laws aimed at restoring competitive selection: a Government Draft Law No. 13478 and an alternative Draft Law No. 13478-1, initiated by Members of Parliament of Ukraine, which is currently the only legislative initiative on this issue with prospects for adoption.

The issue of restoring competitions for civil service positions is under close scrutiny from the civil society sector and the business community. However, their analysis of the situation is purely external — experts assess the content of draft laws and their compliance with Ukraine's international obligations.

At the same time, the problem of **forming the civil service workforce** should be considered from **within** — that is, from the perspective of the civil service itself.

This study focuses on civil servants' internal assessment of the current system of selection for civil service positions, their needs and expectations, as well as their vision of ways to overcome problems in forming the workforce, particularly under the legal regime of martial law.

**The purpose of the study** is to assess whether Draft Law No. 13478-1 meets the interests of civil servants as the key target audience and to develop recommendations on the legal regulation of selection for civil service positions.

---

<sup>3</sup> On Amendments to Certain Laws of Ukraine Regarding the Functioning of the Civil Service and Local Self-Government During Martial Law: Law of Ukraine No. 2259-IX of 12.05.2022 (entered into force on 20.05.2022). Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

The analysis is based on:

- 1) desk research of public information — legislation, draft laws, the quantitative composition of civil servants, Ukraine's international obligations and the results of a questionnaire survey of civil servants;
- 2) an anonymous questionnaire survey of civil servants. The survey was conducted from 8 to 12 December 2025 inclusive. The questionnaire was posted on the official Facebook page of NAUCS and in the official NAUCS channel on Telegram. The questionnaire was intended for civil servants of all categories, but category 'A' civil servants did not take part in the survey. The total number of respondents was 236 persons working in state bodies at different levels — from the central to the district level. The study has limitations: the sample obtained is not representative of all civil servants and reflects only the views of those persons who took part in the survey.

The report consists of two sections.

Section 1 'Current State of Staffing in Public Authorities and Existing Practices of Selection for Civil Service Positions under Martial Law' describes changes in the regulatory framework for selection for civil service positions during martial law, analyses changes in the quantitative composition of the civil service and presents the positions of civil servants themselves on the current practice of staff selection.

Section 2 'Legislative Initiatives on Restoring Competitions for Civil Service Positions' contains an analysis of the legislative impact of Draft Law No. 13478-1 and an assessment of its prospects for adoption based on the analysis of the results of the questionnaire survey of civil servants.

The annexes provide more detailed information on the basis of which conclusions and recommendations to the Verkhovna Rada of Ukraine and the Cabinet of Ministers of Ukraine were formulated.

# Section 1. Current State of Staffing in Public Authorities and Existing Practices of Selection for Civil Service Positions under Martial Law

## 1.1. Legal Regulation of Selection for Civil Service Positions during Martial Law

Martial law was introduced in Ukraine by Decree of the President of Ukraine No. 64 of 24 February 2022 (as amended).<sup>4</sup>

In May 2022, Parliament adopted Law of Ukraine No. 2259-IX,<sup>5</sup> which, among other things, **suspended competitive selection for civil service positions** for the duration of martial law. The rationale for this decision is entirely understandable. It was necessary to ensure the continuity of public authorities and prevent interruptions in the exercise of their powers under martial law. This Law amended Article 10 of the Law of Ukraine 'On the Legal Regime of Martial Law', which, among other things, sets out the rules for selection for civil service positions during martial law:

- › **persons are appointed to civil service positions by the head of the civil service without the competitive selection** required by law, based on a submitted application, a completed personal record card in the prescribed form and documents confirming that such persons have Ukrainian citizenship, education and work experience in line with the statutory requirements established for the relevant positions;
- › civil servants appointed under the above procedure may not be transferred to other civil service positions;
- › after martial law is terminated or lifted, but no later than six months from the date of its termination or lifting, competitions must be announced for civil service positions. The maximum period during which a person may hold a position to which he or she

<sup>4</sup> On the Introduction of Martial Law in Ukraine: Decree of the President of Ukraine No. 64/2022 of 24.02.2022. Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

<sup>5</sup> On Amendments to Certain Laws of Ukraine on the Functioning of the Civil Service and Local Self-Government during Martial Law: Law of Ukraine No. 2259-IX of 12.05.2022 (entered into force on 20.05.2022). Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

was appointed under the above procedure is 12 months from the date martial law is terminated or lifted;

- › persons dismissed from civil service positions during martial law may be appointed to equivalent or lower civil service positions without competition within one year after martial law is terminated or lifted;
- › the preceding provision does not apply to civil servants appointed without competitive selection during martial law.

On the one hand, this simplified procedure was intended to retain staff during a period of crisis. On the other hand, broad discretion<sup>6</sup> in the appointment of civil servants carries risks of appointing insufficiently professional staff.<sup>7</sup>

At the same time, Law of Ukraine No. 2259-IX **did not address what should happen to competitions that had started before the full-scale invasion and were suspended because of hostilities**. For example, a competition may have started in January 2022, with testing and an interview with the head of the public authority held in February, after which the procedure was suspended. For such cases, NAUCS issued a clarification<sup>8</sup> outlining two possible scenarios:

- 1) **if all stages of assessment have been completed and the winner of the competition has been determined, the information was not published on the Unified Civil Service Vacancies Portal** because martial law was declared, a decision may be taken to appoint the person to a civil service position. Information on the winner of the competition will be published on the Unified Civil Service Vacancies Portal once its operation is restored;
- 2) **if it is not possible to complete the competition within 45 calendar days from the date of its announcement**, the competition procedure is completed automatically. Information that there is no winner of the competition will be published on the Unified Civil Service Vacancies Portal once its operation is restored.

**During 2022–2025, no amendments were introduced to the procedure for selection for civil service positions during martial law.** Only several draft laws were developed during this period (see [subsection 2.1 of Section 2 of this study](#)).

---

<sup>6</sup> Discretion means the right of an authority to act at its own discretion when making managerial decisions within the law.

<sup>7</sup> Without Competitions: How Recruitment Takes Place during Martial Law. Public Administration Reform: website. 2022 (accessed: 23.02.2026).

<sup>8</sup> Procedure for Appointment and Dismissal during Martial Law. National Agency of Ukraine on Civil Service: official website (accessed: 23.02.2026).

## 1.2. Staffing in Public Authorities: Pre-War and Wartime Periods

**Staff turnover is one of the most important human resource management metrics**, as it reflects not only the effectiveness of recruitment but also an organisation's capacity to retain staff.

Under ordinary peacetime conditions in society, the factors that influence an employee's decision to leave a job are multifaceted and shaped both by objective circumstances and by the employee's subjective perception of working conditions.

Involuntary dismissal may be linked to an employee's failure to meet the requirements of the position held, breaches of labour discipline or other violations, as well as to changes in the remit of a public authority or a decision by new political leadership to form its 'own' team.

The staffing situation in civil service positions cannot be described as stable, as confirmed by the results of an analysis of statistical data on the quantitative composition of civil servants (hereinafter — QCCS) published on the NAUCS website<sup>9</sup> (see Figure 1).

More detailed quarterly information on the number of persons appointed to and dismissed from civil service positions is provided in [Annex A](#).

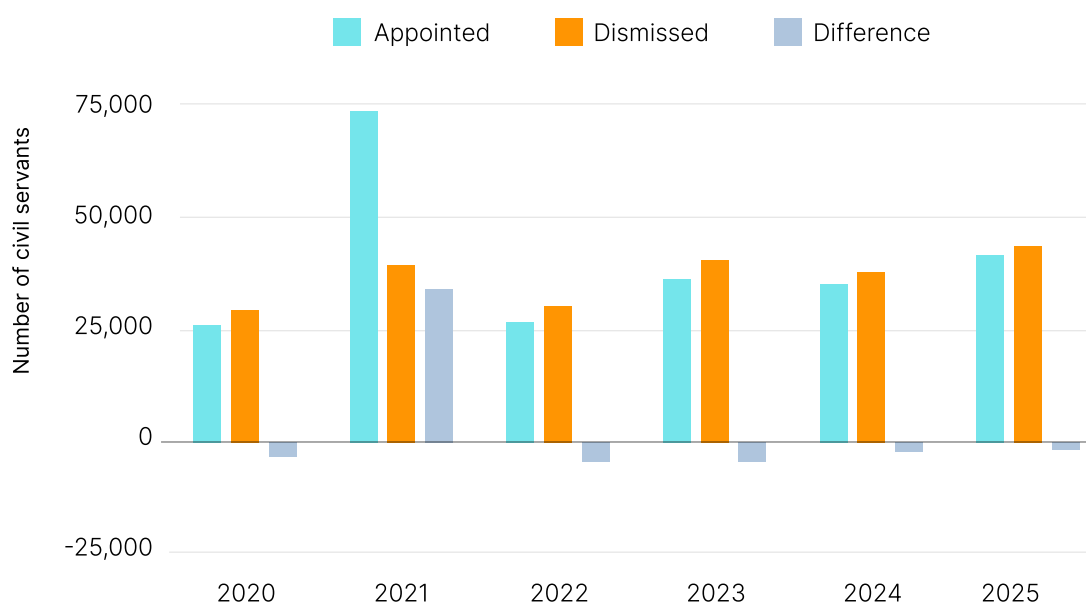


Figure 1 — Ratio of the number of appointed and dismissed civil servants during 2020–2025

Note: the analysis of staffing in public authorities is based on QCCS statistical data available for 2020–2025. Given the limited dataset, wartime indicators (2022–2025) are compared with pre-war indicators (2020–2021).

A comparison of annual appointment and dismissal indicators for each year shows that, **after the start of the full-scale invasion, the number of dismissed civil servants has consistently exceeded the number of persons appointed**. During 2022–2023, staff outflow exceeded

<sup>9</sup> Quantitative Composition of Civil Servants. National Agency of Ukraine on Civil Service: official website. 2025 (accessed: 23.02.2026).

appointments by 34,154 persons in 2022 and by 3,274 persons in 2023. Despite a stabilisation of the situation in 2025 (as of the third quarter, dismissals exceeded appointments by 1,087 persons), this trend points to a systemic problem rather than a temporary crisis-related phenomenon.

At the same time, a similar excess of dismissals over appointments was also recorded in the pre-war period. By the end of 2020, the number of dismissals exceeded the number of appointments by 3,269 persons. Therefore, in this context, **the full-scale war has acted as a catalyst that aggravated and entrenched pre-existing dysfunctions in staffing policy.**

**The most critical year for the civil service workforce was 2022, the first year of the full-scale invasion.** Compared with the last pre-war year of 2021, the number of appointments in 2022 was 2.7 times lower. This trend is logical, since appointments to civil service positions were effectively not made in the first months of the war, while staff outflow continued.<sup>10</sup>

In March 2022, a NAUCS order allowed civil servants who had been forced to leave Ukraine at the beginning of the full-scale invasion (mainly women with children) to work remotely from abroad for the duration of martial law.<sup>11</sup> This approach was intended to ensure the continuity of public authorities and preserve human resource capacity. However, as early as April 2022, the Government established new rules for organising work during this period, allowing a civil servant to stay outside Ukraine only in the case of a duly formalised official trip.<sup>12</sup> This change in approach became one of the factors behind the further outflow of staff, as not all civil servants were prepared to return to Ukraine.

Recruitment to civil service positions after the introduction of martial law resumed only in June 2022, but its scale proved insufficient to compensate for staffing losses.

During 2022–2024, the **highest number of dismissals occurred in 2023.** The available statistical data do not make it possible to distinguish between dismissals initiated by civil servants and dismissals by decision of the appointing authority. It can therefore be assumed that the grounds for dismissal varied, ranging from personal and professional motives to managerial and politically driven staffing decisions.

QCCS data show not only the overall picture of appointments to and dismissals from civil service positions during 2020–2025 but also **staff turnover and the vacancy rate for each year** (see Table 1).

<sup>10</sup> Since the beginning of 2022, 5,971 civil servants had been dismissed. Source: QCCS data as of 01.05.2022. National Agency of Ukraine on Civil Service: official website (accessed: 26.02.2026).

<sup>11</sup> On Amendments to the Model Internal Service Rules: Order of the National Agency of Ukraine on Civil Service No. 2-22 of 17 March 2022 (registered with the Ministry of Justice of Ukraine on 18 March 2022 under No. 339/37675). Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

<sup>12</sup> Certain Issues of Organising the Work of Civil Servants and Employees of Public Authorities during Martial Law: Resolution of the Cabinet of Ministers of Ukraine No. 440 of 12 April 2022. Government Portal: official website (accessed: 25.02.2026).

Table 1

**Staff turnover and vacancy rate indicators in the civil service**

| Year | Average authorised staffing level <sup>13</sup> | Average actual staffing level <sup>14</sup> | Dismissals, persons | Average vacancies, units | Staff turnover rate, % <sup>15</sup> | Vacancy rate, % <sup>16</sup> |
|------|-------------------------------------------------|---------------------------------------------|---------------------|--------------------------|--------------------------------------|-------------------------------|
| 2020 | 223,304                                         | 184,897                                     | 29,535              | 32,532                   | 16                                   | 15                            |
| 2021 | 198,670                                         | 165,590                                     | 34,611              | 30,383                   | 21                                   | 15                            |
| 2022 | 206,927                                         | 167,123                                     | 30,440              | 33,865                   | 18                                   | 16                            |
| 2023 | 206,563                                         | 162,821                                     | 40,193              | 37,210                   | 25                                   | 18                            |
| 2024 | 198,592                                         | 157,855                                     | 37,367              | 35,035                   | 24                                   | 18                            |
| 2025 | 191,495                                         | 155,992                                     | 43,291              | 30,950                   | 28                                   | 16                            |

Source: Quantitative Composition of Civil Servants: QCCS Statistical Data. National Agency of Ukraine on Civil Service: official website (accessed: 23.02.2026).

A comparison of the QCCS data presented above provides grounds for the following conclusions:

1. The year-on-year decrease in the actual number of civil servants indicates a **persistent trend of overall staff outflow from the civil service**. At the same time, a gradual decline in the actual number of civil servants was observed even before the start of the full-scale invasion. Therefore, **martial law did not create this trend but significantly intensified it**.
2. In the first year of the full-scale war, the dynamics of dismissals were **relatively restrained, which may indicate that staff retention was prioritised during this period**. Even compared with pre-war 2021, the number of dismissals in 2022 was lower, which points to a certain effectiveness of the anti-crisis staffing decisions applied. The total annual number of dismissed civil servants increased after 2022. The sharp rise in dismissals in 2023 was evidently caused by a combination of factors, including not only security risks and working conditions but also legislative changes. For example, in January 2023, a Government decision restricted civil servants' right to cross the state border.<sup>17</sup>

<sup>13</sup> The average listed staff number for the year (ALSN) is calculated using the formula:  $ALSN = (\text{staff number in Q1} + \text{staff number in Q2} + \text{staff number in Q3} + \text{staff number in Q4}) / 4$ .

<sup>14</sup> The average actual number for the year (AAN) is calculated using the formula:  $AAN = (\text{actual number in Q1} + \text{actual number in Q2} + \text{actual number in Q3} + \text{actual number in Q4}) / 4$ .

<sup>15</sup> The staff turnover rate (STR) is calculated using the formula:  $STR = (\text{number of dismissals during the year} / \text{average actual number for the year}) \times 100$ .

<sup>16</sup>  $VR = (\text{average number of vacancies during the year} / \text{average listed staff number for the year}) \times 100$ .

<sup>17</sup> On Amendments to the Rules for Crossing the State Border by Citizens of Ukraine: Resolution of the Cabinet of Ministers of Ukraine No. 69 of 27 January 2023. Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

3. **With the start of the full-scale war, the total number of vacant civil service positions increased**, which is a natural consequence of the rise in dismissals and confirms the existence of a chronic staffing deficit in the public administration system.
4. **The highest staff turnover in the period under review occurred in 2023–2025**. The available statistical data do not allow for a clear distinction between voluntary and involuntary dismissals, but it can reasonably be assumed that both types of staffing losses occurred.
5. The vacancy rate remained relatively stable throughout the period under review. This indicates that there was **no sharp deterioration** even during the war, but it **does not provide grounds to speak of systemic improvement**. The most difficult years for the civil service were 2023–2024. At the same time, in 2025, there were signs of a gradual stabilisation in the number of open vacancies after a two-year period of decline.
6. According to LinkedIn, **the global average staff turnover rate is 10.9% per year, while the government sector showed the lowest staff turnover rate at 8.4%**.<sup>18</sup> According to the U.S. Bureau of Labor Statistics, **staff turnover in the public sector was 1.5%** in October 2025, compared with 3.2% in the private sector.<sup>19</sup>

Against this background, the **staff turnover rate in Ukraine's civil service was significantly higher** in all the years under review and more than twice as high in 2023–2025. This highlights weaknesses both in the current practice of selecting candidates for civil service positions and in staffing management.

## 1.3. Selection for Civil Service Positions under Martial Law: Results of the Questionnaire Survey

### Profile of respondents

Civil servants' internal perspective on processes in public administration, their needs and their assessment of risks related to staffing the civil service were identified through an anonymous questionnaire survey.

The questionnaire was disseminated only through NAUCS social media, which objectively limited the range of potential survey participants, since not all civil servants use social media or follow it regularly. As a result, the survey involved representatives of **categories 'B' (42.4%) and 'C' (57.6%)** from public authorities at all levels. **Category 'A' civil servants did not participate in the survey**, which narrows the scope for analysing the position of the senior civil service.

Most respondents (**66.9%**) hold positions on an open-ended basis.

<sup>18</sup> Staff Turnover Rate: How to Calculate, Analyse and Reduce the Risk of Losing a Team. HURMA: website. 2025 (accessed: 23.02.2026).

<sup>19</sup> Total separations levels and rates by industry and region, seasonally adjusted. U.S. Bureau of Labor Statistics: website. Updated 05.02.2026 (accessed: 23.02.2026).

Most respondents have significant work experience: **70% have worked in the civil service for more than 10 years**, including almost equal shares with total civil service experience of 11–20 years (35.6%) and more than 20 years (34.7%). It can therefore be assumed that their assessments are based on extensive practical experience and reflect a systemic view of staffing problems.

Importantly, **most respondents (90.3%) had worked in civil service positions before the start of the full-scale invasion**. Their assessments are therefore based on a comparison between the pre-war conditions in which the civil service operated and the changes introduced during martial law.

**Most respondents (58.1%) were appointed to their positions through competitive selection**, while around one-third were appointed without competition during martial law. A further 6.8% took up positions following transfer from another public authority, and 1.3% as a result of selection with appointment to a vacant position under a civil service contract for the duration of quarantine (COVID-19). Thus, most respondents have personally undergone competitive selection procedures and therefore have practical experience in comparing competitive and non-competitive staffing models from the perspective of civil servants themselves.

## Survey results

The results of the questionnaire survey show that civil servants are **rather cautious in assessing the current practice of organising public administration under martial law**.

More than 50% of respondents state that work in civil service positions cannot be considered prestigious across the board: **it is prestigious in some positions and not in others, depending on the position and the specific public authority**. Around 30% of respondents consider such work not prestigious. At the same time, only 8% consider it prestigious (see Figure 2).

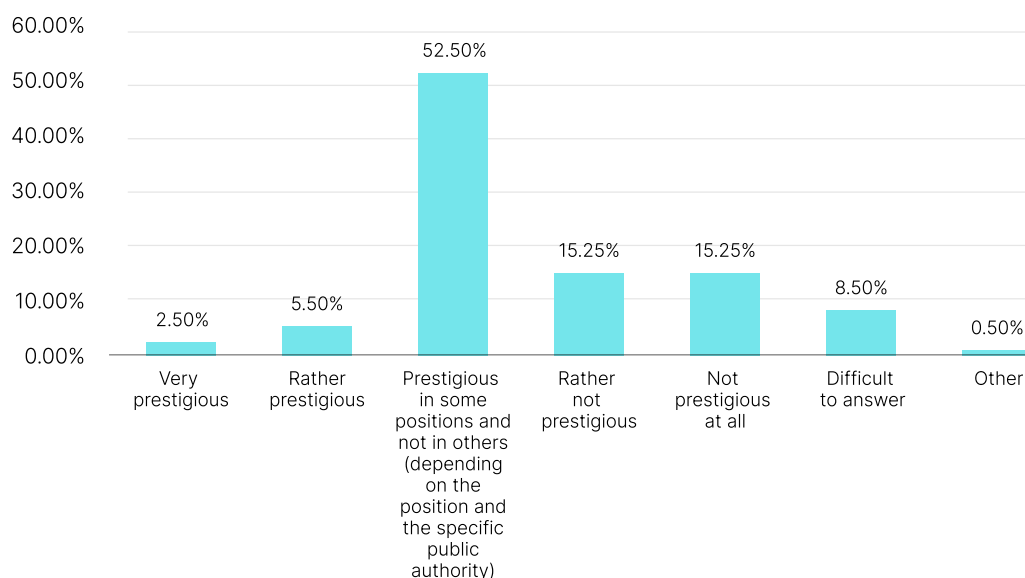
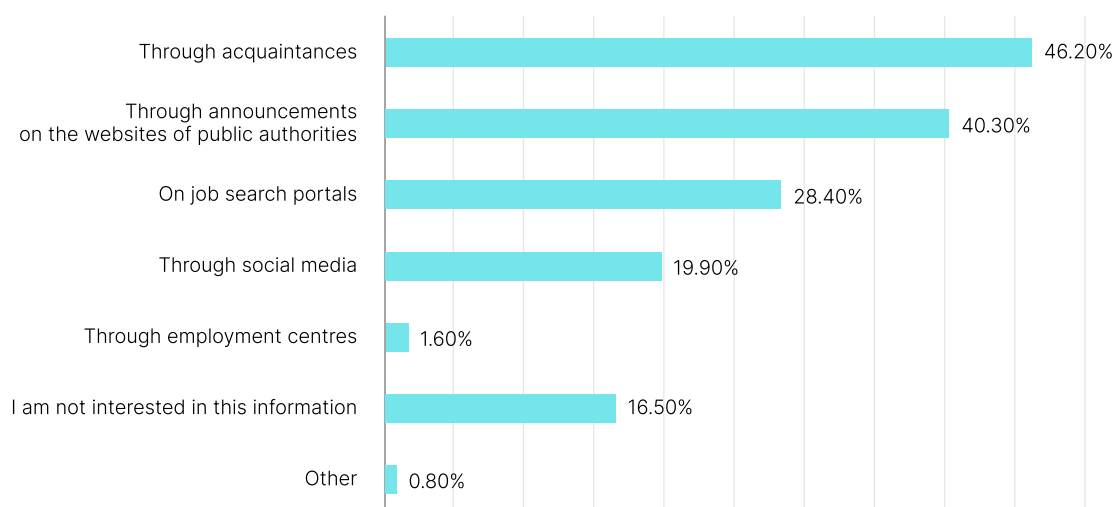


Figure 2 — Respondents' assessment of the prestige of work in civil service positions during martial law

Civil servants' perception of their work as insufficiently prestigious may reduce or even undermine their motivation to remain in their positions and, consequently, increase staff turnover in the civil service.

During martial law, the operation of the Unified Civil Service Vacancies Portal was suspended, which **limited candidates' access to systematised information on vacant civil service positions and made it more difficult to search for such information.**

Respondents stated that they obtain information on vacant civil service positions from various sources. **The most common channels** are: (1) informal contacts (through acquaintances) — 46.2%; (2) announcements on the official websites of public authorities — 40.3%; (3) job search portals — 28.4% (see Figure 3).



*Figure 3 — Respondents' assessment of the accessibility of data on civil service vacancies during martial law*

Thus, informal channels for obtaining information on vacancies are the most common. At the same time, the state generally ensures the publication of vacancy information under martial law at an appropriate level, as reflected in the relatively high popularity of official web resources of public authorities. However, the data presented indicate insufficient accessibility and transparency of information on vacant civil service positions and the need to restore access to consolidated information on such vacancies.

#### **Civil servants perceive the absence of competition during martial law ambiguously.**

Most respondents (**57.2%**) **positively assess the absence of competition during martial law.** Only **27.1%** of respondents are dissatisfied with this staffing practice, while **14.8%** of civil servants have not decided on their assessment (see Figure 4).

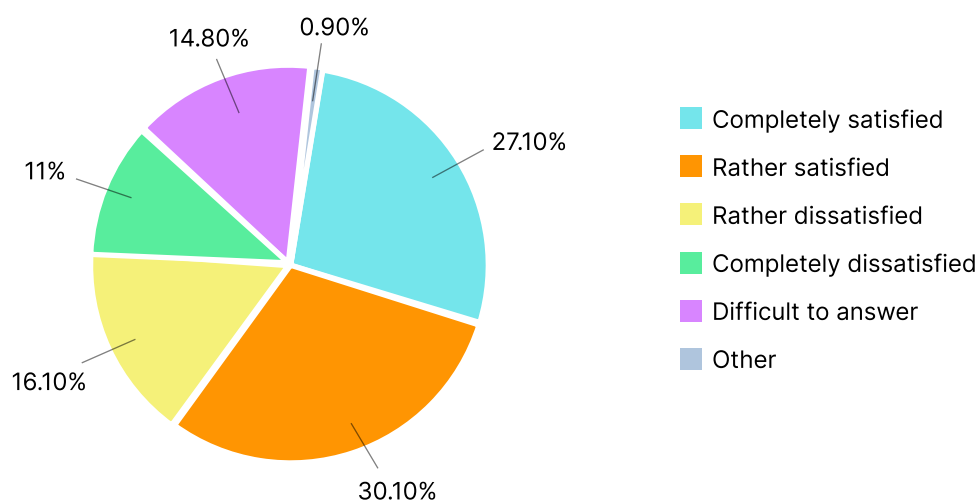


Figure 4 — Respondents' assessment of the effectiveness of the current practice of staffing civil service positions without competitive selection

Some respondents clarified that, from the perspective of organising the staffing process, the absence of competitions may be perceived positively because it reduces the administrative burden on public authorities. However, for those who personally went through a civil service competition, the prolonged absence of competitions may be viewed as unfair in terms of access to positions.

Respondents were also divided on the impact of the current practice of selection for civil service positions without competition on ensuring equal access to the civil service. **More than 55.5%** of respondents believe or assume that the **absence of competitions fully ensures equal access to positions**, **33%** disagree, and **10.6%** were unable to answer (see Figure 5).

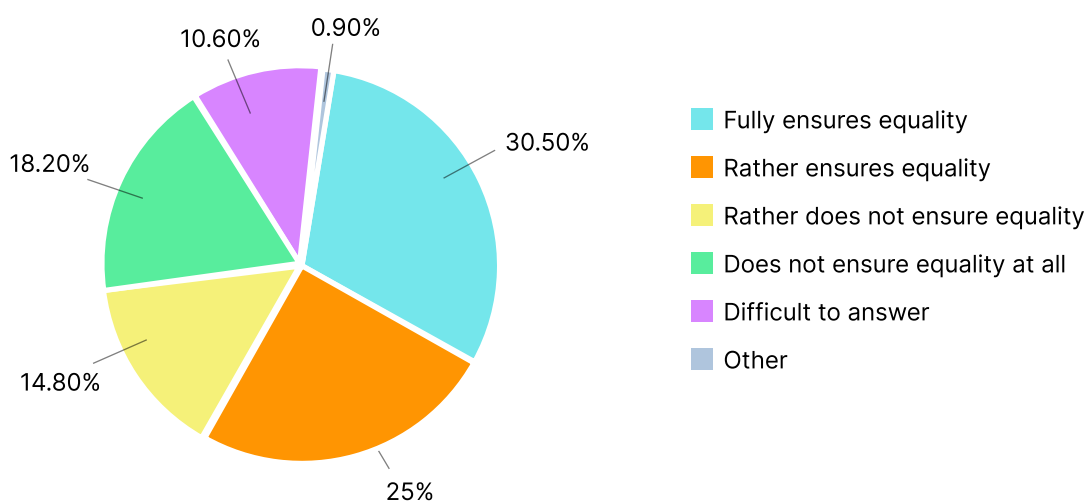


Figure 5 — Respondents' assessment of the impact of the current staffing procedure on ensuring equal access to the civil service

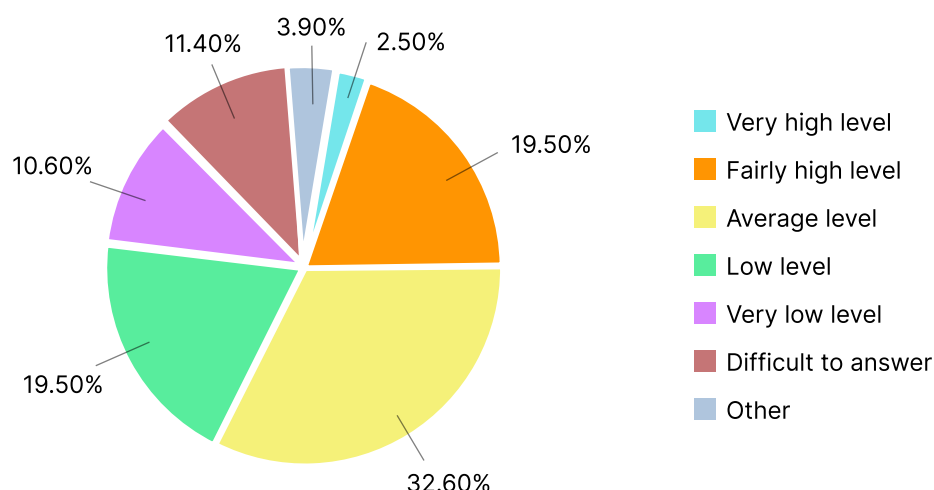
Problems in the current practice of selecting candidates for civil service positions without competition are seen by **74%** of respondents. Respondents identified the following as the **most common problems**:

- › limited access to information on vacant positions — 43.8%;

- › non-transparent selection procedures — 40%;
- › broad scope for discretion of the appointing authority — 28.1%;
- › political influence on staffing decisions — 18.9%;
- › corrupt practices in the selection process — 18.9%;
- › age-based discrimination against candidates — 13%;
- › gender-based discrimination against candidates — 5.4%.

Individual responses also mentioned other problems, such as the difficulty of finding candidates for positions because of low remuneration, delays of more than six months in undergoing a special check for a category 'B' position and candidates' lack of competence.

**The assessment of the level of professional competence of civil servants appointed to civil service positions for the first time without competitive selection** is generally mixed. Most respondents assessed the competence of such colleagues as average (32.6%), while a slightly smaller share assessed it as low (30.1%) and 22% considered it high (see Figure 6).



*Figure 6 — Respondents' assessment of the professional competence of civil servants appointed to civil service positions for the first time without competitive selection*

Respondents are evidently relying on their own experience of interacting with inexperienced colleagues working in the relevant public authority. Some respondents clarified that temporary factors, such as adaptation to a new workplace and a new team, may influence the effectiveness with which official duties are performed. Another view expressed was that professional competence depends not on the method of appointment but on the knowledge, skills and experience previously acquired by the applicant. However, the purpose of a competitive procedure is precisely to identify, among all applicants, the person who has acquired the knowledge and skills needed to perform official duties.

The mere existence of responses describing problems in interaction with colleagues appointed to civil service positions for the first time without competition because of insufficient or low professional competence is an indicator of problems in the current staffing practice. Its continued application could potentially have a negative impact on the capacity of public authorities to perform the functions assigned to them effectively. In this context, it is noteworthy that a low

level of professional competence among newly appointed civil servants was mentioned even by some civil servants who themselves had been appointed without competition.

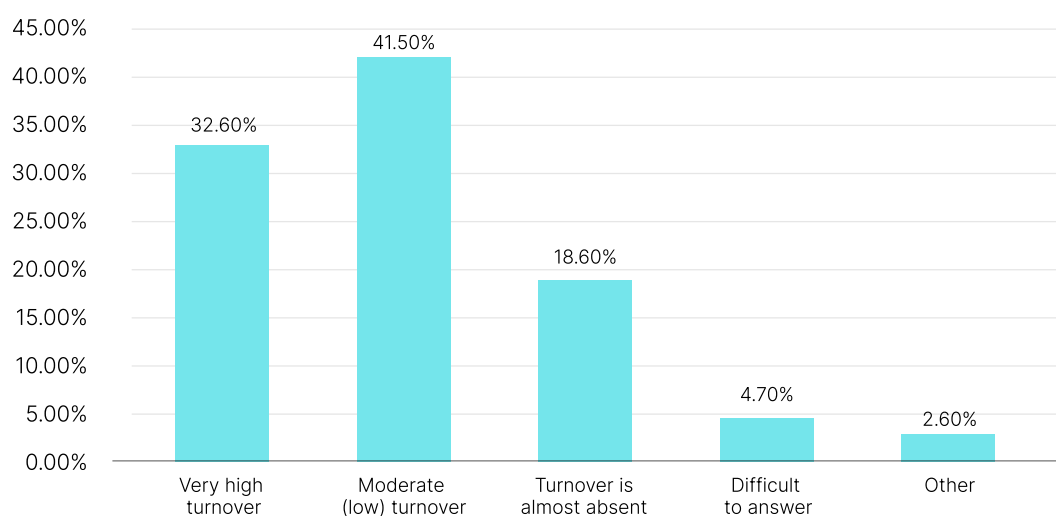
Respondents who had encountered problems in interaction with colleagues appointed to a position for the first time without competition most often mentioned the following problems:

- › lack of the knowledge and skills needed to work in public authorities — 41%;
- › a predominant focus on personal loyalty to the appointing authority rather than on finding an optimal and well-reasoned solution — 12.2%.

At the same time, **39%** of respondents stated that they **had no problems interacting with such colleagues or with the negative consequences of their activities for the public authority.**

**Assessments of staff turnover** vary and depend on the public authority in which a given respondent works. Overall, however, two-thirds of respondents noted that staff turnover is a problem.

**Very high staff turnover**, where a significant number of employees leave or are transferred during the year, which substantially complicates the work of the public authority, **was encountered by 32.6% of civil servants.** Moderate (low) staff turnover, where a change in part of the workforce is not critical for the work of the public authority, was noted by **41.5%** of respondents. A low level, where turnover is almost absent, and staffing remains stable (with only isolated dismissals or transfers), was noted by **18.6%** of respondents (see Figure 7).



*Figure 7 — Results of respondents' assessment of staff turnover*

These results may indicate that the civil service workforce is gradually stabilising, and the questionnaire survey results confirm QCCS statistical data, which showed a decrease in staff turnover rates in 2025.

At the same time, the high staff turnover rate reported by respondents indicates that retaining civil service staff during martial law remains problematic and that additional measures are needed to increase civil servants' motivation to remain in their positions.

Respondents also assess the scale of unfilled civil service vacancies in public authorities differently. **The prevailing assessment is that the scale is moderate (39%) and not critical for the performance of the public authority's tasks.** Respondents were almost evenly split in their assessments of a 'very large scale' and an 'insignificant scale' of vacancies, at **25%** and **27.1%**

respectively. In isolated cases, civil servants stated that all positions were filled. Therefore, the situation with filling vacant positions is specific to each public authority.

Most respondents do not link staff turnover to the absence of competitions: **44.1%** believe that these phenomena are **not connected at all**, **31.4%** stated that they are **rather not connected**, **10.2%** sensed a possible **link between the absence of competitions and staff turnover** in the civil service and only **4.7%** stated that such a link exists.

**Among the reasons for staff turnover related to the absence of competitive selection**, respondents mentioned the following:

- › the possibility of moving to another authority without complex competitive procedures if dissatisfied with the job — **21.6%**;
- › decisions on appointment and dismissal are taken at the discretion of the appointing authority, without sufficient procedural restrictions — **17%**;
- › uncertainty about the status of civil servants appointed without competition after competitive selection is restored encourages them to look for other work — **16.5%**;
- › the possibility of replacing an employee without competition reduces the authority's interest in investing in staff development — **8.5%**;
- › the absence of induction and mentoring for newly appointed civil servants makes their work more difficult and reduces their motivation to remain in the position — **8%**.

It is noteworthy that this question was not mandatory and was intended only for respondents who saw or assumed a link between the absence of competitions and staff turnover. However, around 75% of respondents answered it, including those who did not link these phenomena. Most of the reasons identified for **staff turnover stem from the current staffing model**. Therefore, the answers to this follow-up question indicate that the causal link manifests itself through behavioural and organisational mechanisms rather than through its conscious recognition by respondents themselves.

**Among other reasons, apart from the absence of competitions, that encourage civil servants to change jobs and cause staff turnover**, respondents mentioned the following:

- › excessive workload leading to burnout and dismissal — **53.2%**;
- › low remuneration — **30.7%**;
- › frequent changes in the organisational structure of public authorities (changes to the structure, staffing list and staff reductions) — **29.9%**;
- › instability in the system of central executive bodies (redistribution of powers, reorganisations and changes in subordination or functions of authorities) — **22.9%**;
- › ineffective decisions and weak management by political leadership — **13%**;
- › changes in political priorities, the absence of stable tasks and a short planning horizon — **5.2%**;
- › politically motivated dismissals — **4.8%**.

It is important to note that, in the questionnaire, respondents **repeatedly emphasised low remuneration** in 'Other' response options to various questions, noting that it **does not meet basic needs and is the main reason for staff turnover**. In other words, the remuneration reform

based on position classification has not fully resolved this problem, and it remains one of the main factors encouraging civil servants to change jobs. The issue of building a professional and politically neutral civil service system, therefore, requires comprehensive solutions.

## Section 2. Legislative Initiatives on Restoring Competitions for Civil Service Positions

### 2.1. Legislative Impact Assessment of Draft Law No. 13478-1

As part of European integration, Ukraine has undertaken a number of commitments to its international partners, including in the field of public administration. The fulfilment of these commitments is assessed regularly, forming the basis for conclusions on progress or, conversely, a slowdown in reform, including in the selection for civil service positions in line with the meritocratic principle.

More details on Ukraine's international commitments regarding the restoration of competitive selection for civil service positions are provided in [Annex B](#).

To fulfil these commitments, government Draft Law No. 13478 of 15.07.2025<sup>20</sup> and the alternative Draft Law No. 13478-1 of 16.07.2025,<sup>21</sup> initiated by MPs, were submitted to the Verkhovna Rada of Ukraine.

After the Government resigned in July 2025, government Draft Law No. 13478 was withdrawn from consideration. At present, MPs' **Draft Law No. 13478-1 is the only legislative initiative aimed at regulating the restoration of competitions for civil service positions under martial law.**

According to the explanatory note, the purpose of the draft law is to improve the current procedure for entry into, service in and termination of civil service, as well as to restore competitions for civil service positions **in line with the requirements of the Ukraine Facility Plan for 2024–2027.**

Among other things, the Draft Law provides for:

- › the restoration of competitions for civil service positions;

---

<sup>20</sup> On Amendments to Certain Laws of Ukraine on Restoring Competitions and Improving the Procedure for Entering, Serving in and Terminating Civil Service: Draft Law of Ukraine No. 13478 of 15.07.2025. Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

<sup>21</sup> On Amendments to Certain Laws of Ukraine on Restoring Competitions and Improving the Procedure for Entering, Serving in and Terminating Civil Service: Draft Law of Ukraine No. 13478-1 of 16.07.2025. Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

- › the introduction into the Law of Ukraine 'On Civil Service' of new concepts and related procedures: 'adaptation', 'internal competition', 'newly appointed civil servant' and 'candidate reserve and personnel reserve';
- › clarification of the requirements for forming the Commission on Senior Civil Service, its functions and the prohibition on interference in its activities;
- › clarification of the requirements for organising and conducting competitions for civil service positions, taking into account the need to achieve gender balance;
- › the introduction of career promotion for civil servants based on their professional competence, the performance appraisal conclusion and conscientious performance of their official duties, through appointment to a higher position within the same job family and category in the same public authority;
- › clarification of the requirements for performance appraisal — the tasks and performance indicators set for a civil servant must reflect their role in achieving objectives, and a repeated appraisal is introduced if an employee receives a negative appraisal;
- › empowering the appointing authority to decide whether civil servants appointed without competition may continue their service (to save time and budget resources, as well as to preserve human capacity — professional and patriotic individuals — in the civil service);
- › the possibility of appointment without competitive selection for civil service positions in authorities located in areas where hostilities are taking place;
- › the introduction of priority for veterans, both women and men, when entering civil service positions, provided that candidates have equal professional competence;
- › the enshrinement of political impartiality, political neutrality and increased professionalism of the Commission on Senior Civil Service.<sup>22</sup>

## Need for adoption of the draft law under martial law

The importance of Parliament adopting this draft law is determined by several factors:

- › the practice of selection for civil service positions without competition, which had been applied since the COVID-19 pandemic, was continued under martial law. At the same time, the limited effectiveness and shortcomings of this approach make it necessary to adjust it, which the draft law is intended to address;
- › since 2023, international institutions, in particular the European Commission and the SIGMA Programme, have consistently emphasised the need to restore competitive selection for civil service positions in Ukraine. In view of this, the draft law should be adopted while martial law remains in force to ensure the timely fulfilment of international commitments;

---

<sup>22</sup> [Explanatory Note to Draft Law No. 13478-1](#). Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

- the adoption of legislation on restoring competitive procedures is one of the conditions of the Ukraine Facility Plan for 2024–2027, the fulfilment of which envisages Ukraine receiving EUR 415 million in EU funding.<sup>23</sup> Failure to fulfil this condition, or its late fulfilment, creates a risk that Ukraine will not receive these funds from international partners.

## Previous attempts to address the problem

During the term of the Verkhovna Rada of Ukraine of the IX convocation, four draft laws were registered to regulate the restoration of competitions for civil service positions. The first was government Draft Law **No. 6496**,<sup>24</sup> registered in 2021, **before the war**, and designated as a **European integration** draft law. Its consideration was included in the Verkhovna Rada's legislative work plans for 2022,<sup>25</sup> 2023<sup>26</sup> and 2024.<sup>27</sup> It was also included on the agenda of the 7th–12th sessions of the Verkhovna Rada of Ukraine of the IX convocation.<sup>28</sup> This highlights the **continued relevance of the problem and, at the same time, the inability to resolve it over a long period**. Despite significant attention to this issue, Draft Law No. 6496 was withdrawn in 2024.

The second act is MPs' Draft Law **No. 9041**,<sup>29</sup> registered in 2023. It has remained in Parliament for almost three years, but its consideration has been suspended. The need to adopt this type of act was, among other things, envisaged by the Public Administration Reform Strategy for 2022–2025.<sup>30</sup> However, throughout the entire period of the Strategy's implementation, no law on restoring competitive procedures — neither Draft Law No. 6496 nor Draft Law No. 9041 — was adopted.

In July 2025, the Government submitted Draft Law **No. 13478** to the Verkhovna Rada. The draft was developed by the NAUCS to meet the **requirements of the Ukraine Facility Plan**

<sup>23</sup> Conclusions and Proposals of the NAUCS to Draft Law No. 13478-1 of 28.07.2025. Government Portal: official website (accessed: 25.02.2026).

<sup>24</sup> On Amendments to the Law of Ukraine 'On Civil Service' on Improving the Procedure for Entering, Serving in and Terminating Civil Service: Draft Law of Ukraine No. 6496 of 31.12.2021. Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

<sup>25</sup> On the Legislative Work Plan of the Verkhovna Rada of Ukraine for 2022: Resolution of the Verkhovna Rada of Ukraine No. 2036-IX of 15.02.2022 (item No. 131). Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

<sup>26</sup> On the Legislative Work Plan of the Verkhovna Rada of Ukraine for 2023: Resolution of the Verkhovna Rada of Ukraine No. 2910-IX of 07.02.2023 (item No. 254). Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

<sup>27</sup> On the Legislative Work Plan of the Verkhovna Rada of Ukraine for 2024: Resolution of the Verkhovna Rada of Ukraine No. 3561-IX of 06.02.2024 (item No. 197). Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

<sup>28</sup> Agenda of the 7th, 8th, 9th, 10th, 11th and 12th sessions of the Verkhovna Rada of Ukraine of the IX convocation. Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

<sup>29</sup> On Amendments to the Law of Ukraine 'On the Legal Regime of Martial Law' on Restoring Competitions and Submitting Declarations for Civil Service and Local Self-Government Positions: Draft Law of Ukraine No. 9041 of 21.02.2023. Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

<sup>30</sup> Certain Issues of Public Administration Reform in Ukraine: Order of the Cabinet of Ministers of Ukraine No. 831-r of 21.07.2021. Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

for 2024–2027. This draft also did not reach the session hall. It remained under Parliament's consideration for only two days and was withdrawn after the Government resigned.

Consideration then shifted to the alternative MPs' Draft Law No. 13478-1. This draft law almost fully reproduces the provisions of government Draft Law No. 13478, differing only in the requirements for the experience of members of the Commission on Senior Civil Service and in the deadlines for announcing competitions.

## Possible consequences of failing to resolve the problems

The adoption of legislation on restoring competition for civil service positions is strategically important for Ukraine, especially in the context of international partners' assessment of Ukraine's progress in European integration reforms. Accordingly, delays in adopting such legislation could have the following consequences:

- › negative assessments from the EC following the annual assessment of progress in public administration reform under the Enlargement Package and, consequently, the risk of **slowing European integration processes because of Ukraine's clear failure to implement the European Commission's annual recommendations**;
- › **Ukraine may fail to receive EUR 415 million in funding under the Ukraine Facility Plan for 2024–2027**, which is intended to finance the state budget, stimulate investment and provide technical support for programme implementation;
- › **reputational losses in relations with international partners**. Continued use of appointments to civil service positions without competitive selection creates a risk of negative results in international monitoring assessments (under the SIGMA Programme). Without changes, Ukraine may again receive low scores for the indicator 'meritocracy and effectiveness of recruitment of civil servants', as already happened in 2023, when progress on this indicator was assessed at 0 out of 5 possible points;
- › **the risk of a decline in the quality of the civil service workforce**, including because persons appointed to civil service positions during martial law without competitive procedures may have insufficient professional training and qualifications;
- › **the risk that the trend towards increased staff turnover in the civil service will persist or intensify**.

## Stakeholder positions

Draft Law No. 13478-1 has been **discussed quite actively in the media**,<sup>31</sup> which once again demonstrates the relevance of restoring competitive selection for civil service positions. At the same time, public authorities, the civil society sector and the private sector have expressed different positions on the provisions of this draft law.

<sup>31</sup> Head of Rada Committee Shuliak expects consideration of restoring civil service competitions during the next plenary week. Interfax-Ukraine: website. 2025 (accessed: 25.02.2026). Business community calls for restoration of competitions for civil service positions. UBC-News: website. 2025 (accessed: 25.02.2026). Head of the NAUCS Nataliia Aliushyna took part in a meeting with the European Commission on the implementation of the Public Administration Reform Roadmap. National Agency of Ukraine on Civil Service: website. 2025 (accessed: 25.02.2026).

**Public authorities have mostly expressed support**, noting the importance of adopting this draft to meet the requirements of the Ukraine Facility Plan and its compliance with the OECD (SIGMA) Principles of Public Administration. The Ministry of Justice was the only authority to comment on the substance of the act. The Ministry of Justice emphasised the need to harmonise the terminology used in the draft law and replace incorrect wording with terms consistent with current legislation.

**Positions in the civil society sector are mixed, combining both criticism and support.** Think tanks generally support the need to adopt Draft Law No. 13478-1, as its adoption is important for Ukraine's fulfilment of its commitments under the Ukraine Facility Plan. At the same time, some civil society representatives point to risks embedded in the act's provisions, which, in their view, means that it needs to be refined.

An important step in the work on Draft Law No. 13478-1, which enabled its drafters to 'hear the public's voice', was conducting public discussion through electronic consultations.<sup>32</sup> Representatives of four organisations took part in the discussion, but a **significant share of their proposals was not taken into account**.

The **private sector** demonstrates a similar position: on the one hand, it **supports the need to adopt the draft law**, while on the other hand, it points to provisions that **require further refinement**. This once again shows that general approval of the draft law is combined with a need to correct specific shortcomings.

Therefore, stakeholders' general approval of the draft law is combined with a critical attitude towards some of its provisions.

Stakeholder positions are presented in more detail in [Annex C](#).

## Compliance of the draft law with Ukraine's international commitments in the field of European integration

International institutions have consistently emphasised the need to restore competitive procedures as a key tool for ensuring a meritocratic approach to staffing the civil service (for more details, see [Annex B](#)).

The provisions of the draft law were developed pursuant to the requirements of the Ukraine Facility Plan and in line with Ukraine's international commitments.

According to the conclusion of the Verkhovna Rada Committee on Ukraine's Integration into the European Union,<sup>33</sup> Draft Law No. 13478-1 is consistent with Ukraine's commitments in the field of European integration.

---

<sup>32</sup> Report on the public discussion of the Draft Law of Ukraine 'On Amendments to Certain Laws of Ukraine on Restoring Competitions and Improving the Procedure for Entering, Serving in and Terminating Civil Service'. 35 p. National Agency of Ukraine on Civil Service: website. 2025 (accessed: 25.02.2026).

<sup>33</sup> Conclusion of the Committee of the Verkhovna Rada of Ukraine on Ukraine's Integration into the European Union on the Draft Law of Ukraine 'On Amendments to Certain Laws of Ukraine on Restoring Competitions and Improving the Procedure for Entering, Serving in and Terminating Civil Service' No. 04-20/10-2025/202275 of 03.09.2025. Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

**Draft Law No. 13478-1 considers the recommendations of international institutions and European standards on selection for civil service positions.**

## Advantages of the draft law

The draft law is aimed at building a professional civil service, improving the competitive procedure for filling civil service positions, promotion and dismissal procedures and aligning them with the OECD (SIGMA) Principles of Public Administration, as well as restoring competitions in line with the Ukraine Facility Plan.

The draft law offers a comprehensive solution to pressing civil service issues: competitive procedures, career progression of civil servants, termination of civil service and the gradual restoration of competitions for civil service positions.

Overall, adoption of the draft law will help ensure the sustainability and stability of the civil service corps.

## Risks related to the implementation of the draft law's provisions

The Main Scientific and Expert Department (MSED) of the Verkhovna Rada of Ukraine drew attention to certain shortcomings in the draft law, which, unless revised, will complicate the implementation of some of its provisions after it is adopted as a law.

In particular, this concerns the mechanisms for adaptation of a civil servant, the grounds for announcing an internal competition, the nomination by Parliament and the President of candidates to the Commission on Senior Civil Service, the grounds for terminating civil service for failure to perform or improper performance of a civil service contract and subjective evaluative wording in the requirements for a member of the Commission on Senior Civil Service.<sup>34</sup>

Since 29 September 2019 (the date on which Law No. 117-IX entered into force), the Commission on Senior Civil Service (as well as a competition commission established in a public authority to conduct a competition) has been required to identify not the winner of a competition, but the candidates for civil service positions who received the highest total scores based on the candidates' overall ranking (**no more than three per position**), from whom the appointing authority or the head of the civil service chooses the winner of the competition. The draft law does not change this approach and provides for the preservation of significant discretion for the appointing authority when choosing **between three candidates**. This approach does not eliminate the risks of politically motivated appointments and dismissals in senior civil service positions, and also creates potential preconditions for forming a loyal team to the detriment of the principle of professionalism.

---

<sup>34</sup> Conclusion of the Main Scientific and Expert Department of the Secretariat of the Verkhovna Rada of Ukraine on the Draft Law of Ukraine 'On Amendments to Certain Laws of Ukraine on Restoring Competitions and Improving the Procedure for Entering, Serving in and Terminating Civil Service' No. 16/03-2025/202158 of 02.09.2025. Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

The draft law also **does not remove the grounds that enable politically motivated dismissals of category 'A' civil servants**. The Law 'On Central Executive Bodies' allows dismissal on the proposal of the Prime Minister or the relevant minister, without requiring any justification.<sup>35</sup>

Practice shows that state secretaries of ministries tend to change when a new minister is appointed, or even more often. For example, over the last five years, since 2019, the state secretaries of the Ministry of Culture (under all variants of its name) have changed five times (A. I. Bidenko, Y. M. Dul, Y. V. Leshchuk, O. I. Kurochenko, V. Y. Levchuk), and none of them has served the full five-year term provided for by law (although the most recent still has a chance to do so). This practice makes it impossible for a state secretary to perform one of their key tasks — ensuring stability and continuity in the work of the ministry. Thus, instead of being a symbol of institutional stability and a guarantor of continuity in public policy, this position is increasingly becoming an **element dependent on the political context**, which undermines the effectiveness of the ministry's apparatus and nullifies its strategic function.

The preservation of such approaches suggests that this model is convenient for the current political leadership, which retains levers of influence over staffing decisions while bypassing competitive procedures, but it undermines trust in competitive procedures and effectively nullifies them.

## Alignment of the draft law with current Ukrainian legislation

Overall, public authorities either did not comment on the text of the draft law or expressed direct support for it.

At the same time, the Ministry of Justice drew attention to the need to align some wording with the provisions of current laws.<sup>36</sup> In particular, **two formulations** used in the provisions of Draft Law No. 13478-1 **require editorial clarification**:

- › the outdated wording 'municipal enterprises, institutions and organisations', which is based on the terminology of the Economic Code of Ukraine that ceased to be in force on 28 August 2025, should be replaced with a more modern approach to designating such entities — 'legal entities, regardless of their organisational and legal form', which would comply with Law No. 4196-IX;<sup>37</sup>
- › the wording 'deprived of the right to engage in certain activities or hold certain positions' should be aligned with the current provisions of the Criminal Code of Ukraine<sup>38</sup> by replacing it with 'deprivation of the right to hold certain positions or engage in certain activities'.

<sup>35</sup> On Central Executive Bodies: Law of Ukraine No. 3166-VI of 17.03.2011, Articles 10, 19. Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

<sup>36</sup> Conclusions and proposals of the Ministry of Justice of Ukraine to Draft Law No. 13478-1. Government Portal: official website (accessed: 25.02.2026).

<sup>37</sup> On the Specifics of Regulating the Activities of Legal Entities of Certain Organisational and Legal Forms during the Transitional Period and Associations of Legal Entities: Law of Ukraine No. 4196-IX of 09.01.2025. Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

<sup>38</sup> Criminal Code of Ukraine: Law of Ukraine No. 2341-III of 05.04.2001. Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

The MSED of the Verkhovna Rada of Ukraine also emphasised the inconsistency of the draft law with the Constitution of Ukraine, which does not provide for the powers of Parliament and the President to nominate a person to the Commission on Senior Civil Service.<sup>39</sup>

It is worth noting that the Laws of Ukraine 'On Civil Service' and 'On Central Executive Bodies' are not aligned with each other, regarding the number of candidates that the Commission must submit to the appointing authority for selection of the head of a CEB. Under the Law of Ukraine 'On Central Executive Bodies', the Commission submits no more than five candidates for the Government's consideration.<sup>40</sup> However, when amendments were made to the Law 'On Civil Service', the provisions of this Law were overlooked.

In the context of terminological alignment with current legislative acts, attention should also be drawn to the use in the draft law of the term 'gender balance',<sup>41</sup> which has no clear definition in legislation (especially in terms of distinguishing it from closely related terms such as 'gender equality' and 'gender parity').

In this regard, when refining the draft law, it would be advisable to choose one of the following options: (1) use established and legally defined terminology in the draft law or (2) supplement Article 2 of the Law of Ukraine 'On Civil Service' with the new term 'gender balance', defining the meaning of this term within this Law. This approach would help uphold the principle of legal certainty and avoid divergent interpretations of the law.

## Gender analysis

The Law of Ukraine 'On Civil Service' de jure enshrines the principle of equality between women and men: regardless of sex, it defines requirements for candidates applying for civil service positions, selection of candidates for positions, professional development, rights and duties of civil servants, career growth and provisions on promotion, among other matters.

According to QCCS data, the total number of women in civil service positions is consistently, on average, three times higher than the number of men. This proportion remained the same both before the war and after the start of the full-scale invasion.

The smallest gap in representation was recorded in 2021, when the number of women exceeded the number of men by 2.9 times, and the largest in 2025, when it was 3.8 times. In other years, the average ratio was approximately three times. During martial law, this dynamic is partly linked to mobilisation and the enlistment of some male civil servants in the Armed Forces of Ukraine (see Figure 8).

---

<sup>39</sup> Conclusion of the Main Scientific and Expert Department of the Secretariat of the Verkhovna Rada of Ukraine on the Draft Law of Ukraine 'On Amendments to Certain Laws of Ukraine on Restoring Competitions and Improving the Procedure for Entering, Serving in and Terminating Civil Service' No. 16/03-2025/202158 of 02.09.2025. Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

<sup>40</sup> On Central Executive Bodies: Law of Ukraine No. 3166-VI of 17.03.2011, Article 19. Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

<sup>41</sup> On Civil Service: Law of Ukraine as worded in Draft Law No. 13478-1 (Section I, paragraph 3, subparagraph 15), Part 2 Article 28.

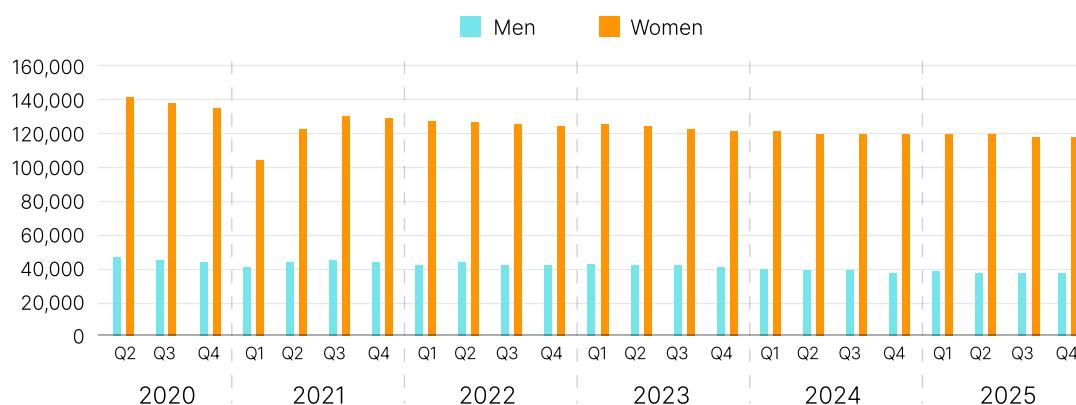


Figure 8 — Ratio of men and women in civil service positions

More detailed information is provided in [Annex D](#).

QCCS data also point to another fact: vertical gender segregation remains within the civil service system's job hierarchy. Thus, as of the third quarter of 2025,<sup>42</sup> **men predominate in category 'A' positions (75%)**. By contrast, **the largest share of women is concentrated in category 'C' positions (79%)**.

Among **middle management positions (category 'B')**, women also make up the majority — **68% compared with 32% men**.

Although women numerically predominate in the overall structure of the civil service, **men are significantly more likely to hold managerial positions**. Thus, among all women occupying category 'B' and 'C' positions (118,321 persons), only **22%** (25,964 persons) work in category 'B' managerial positions. Among men, by contrast, the share of managers is significantly higher — **51%** (12,473 persons out of a total of 24,399 persons).

This indicates hidden vertical gender segregation, whereby women are concentrated mainly at the **level of implementing management decisions**, while men are concentrated **at the level of making them**.

The draft law provides for the possibility of **applying positive action to achieve gender balance in a state body** — where, based on the results of a competition, candidates with equal professional competence receive the highest score, preference should be given to the candidate of the under-represented sex in that state body.<sup>43,44</sup> Introducing this provision will **help reduce gender imbalance in civil service positions**.

<sup>42</sup> Dashboard on the quantitative composition of civil servants in Ukraine: actual number of working civil servants — total, by category and sex. National Agency of Ukraine on Civil Service: official website (accessed: 25.02.2026).

<sup>43</sup> On Civil Service: Law of Ukraine as worded in Draft Law No. 13478-1 (Section I, paragraph 3, subparagraph 15). Part 2 Article 28.

<sup>44</sup> According to [Article 1](#) of the Law of Ukraine 'On Ensuring Equal Rights and Opportunities for Women and Men', positive action means special temporary measures that have a legitimate, objectively justified aim and are aimed at eliminating legal or factual inequality in opportunities for women and men to exercise the rights and freedoms established by the [Constitution](#) and laws of Ukraine.

At the same time, the difference in gender representation in the civil service is so substantial that overcoming it will take a long time to ensure gradual change and avoid the artificial equalisation of indicators. Moreover, achieving equal or near-equal representation of women and men in the civil service should not be an end in itself. The key criterion should remain the professional competence of candidates for a position to genuinely ensure the meritocratic principle in selection.

In addition, in the absence of a statutory definition of 'gender balance' and given that women numerically predominate in civil service positions (without taking account of the hierarchy of positions), the effect of positive action is unlikely to be substantial or noticeable, at least in the short term.

A more noticeable effect may result from applying positive action to category 'A' positions, the number of which in the civil service system is small (229 positions<sup>45</sup>). It is within this category of positions that positive action may influence the correction of gender imbalance by giving preference to a candidate of the sex that is less represented in the relevant state body.

## 2.2. Readiness of the Civil Service for the Adoption of Draft Law No. 13478-1: Survey Results

Civil servants of all categories are the main target group of Draft Law No. 13478-1. Their internal perspective on the issues addressed is therefore an important benchmark for assessing the extent to which the legislative initiative takes into account the interests of this audience.

The survey results make it possible to better understand internal attitudes within the civil service, assess readiness for the restoration of competitions and identify civil servants' expectations and forecasts regarding the effectiveness of the draft law's key innovations.

The civil servants surveyed expressed different views **on the measures needed to improve selection for civil service positions**. Respondents most often supported the following statements:

- › regulate the further status of persons appointed to civil service positions without a competition during martial law — 50%;
- › restore the web portal with notifications of open civil service vacancies — 40.7%;
- › create a staff reserve of candidates for category 'B' and 'C' civil service positions, whom the appointing authority may again designate as competition winners — 32.2%;
- › restore competitive selection for civil service positions — 26.3%;
- › create a candidate reserve whose participants could receive information on vacancies corresponding to their professional competence — 19.9%;
- › eliminate the appointing authority's discretion in determining the winner of competitive selection — 11.9%;

---

<sup>45</sup> Dashboard on the quantitative composition of civil servants in Ukraine: Actual number of civil servants employed — total, by categories and sex. National Agency of Ukraine on Civil Service: official website (accessed: 25.02.2026).

- › reduce the risks of political influence on members of the Commission on Senior Civil Service — 8.9%.

At the same time, every ninth respondent (11.4%) was unable to clearly determine their position on this issue.

Only 26.3% of respondents supported the restoration of competitions for civil service positions during martial law. The majority of respondents refrained from assessing this statement, which may indicate a restrained or sceptical attitude towards the competition procedure as a tool for improving the quality of staff selection, as well as potential latent resistance to such an initiative. These conclusions are consistent with respondents' answers to other survey questions.

In some cases, civil servants directly expressed reservations about the advisability of restoring competitive selection.

'Just not a competition. Otherwise even those [civil servants] who are there now will leave.'

'Those [civil servants] who do not pass the competition will resign. Others will not come.'

'Restoring competitive selection may create an even greater staffing gap, as it will reduce access to positions for those candidates who are genuinely motivated to work in civil service positions.'

'Restoring competitions will still not lead to transparent selection. The person they need will be appointed anyway.'

'Restoring competition procedures will still not guarantee that the candidate will subsequently perform well. Given the low staffing levels in category "C" positions in the regions, it should be taken into account that, once competitions are restored, there may be even fewer candidates for such positions. The low level of remuneration for category "C" civil servants does not even create competition compared with remuneration in the private sector. Therefore, to create higher-quality and more complete staffing in civil service positions (categories "B" and "C"), barriers to taking up positions by genuinely motivated people should instead be removed, rather than making access even more difficult.'

'The procedure for appointment by competition is no longer relevant.'

'Competitions should not be restored during martial law.'

'Cancel competitions altogether. It is an unnecessary procedure. There is a probationary period — and that is enough!'

Respondents also proposed their **own answer options**, in particular:

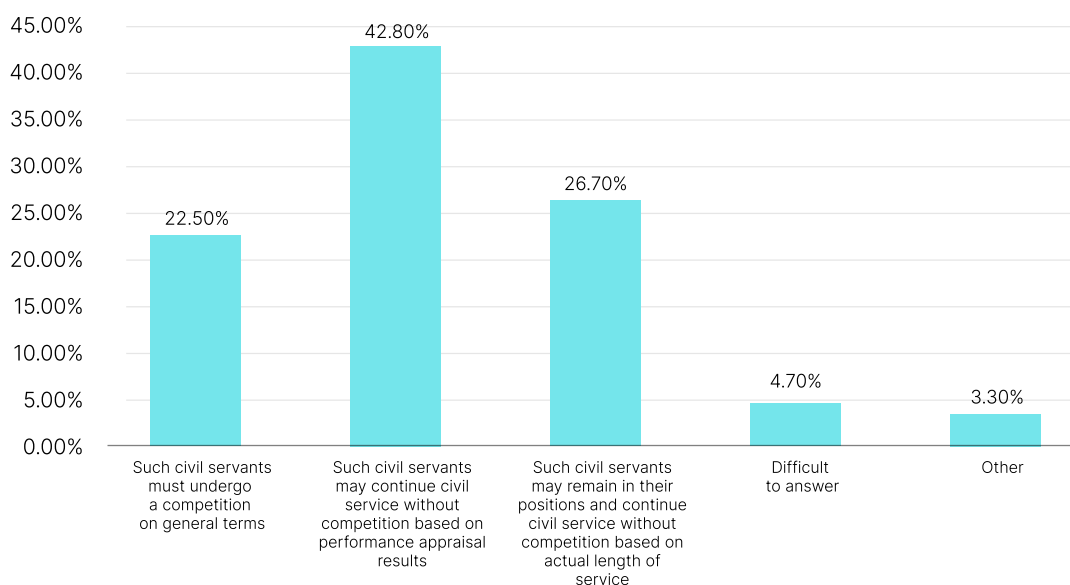
- › introduce the possibility of career progression through appointment to a higher position without competitive selection (for example, if an employee has worked in a state body for three to five years and has excellent annual performance evaluation results);
- › civil servants appointed without competition should, after martial law is lifted, be appointed to civil service positions without having to undergo a competition if they have more than one year of service;
- › in view of annual structural changes and constant reorganisations: (1) introduce the possibility of transfer from one position to another based on annual performance

evaluation results; (2) include, where available, a reference letter from a previous employer among the documents required for appointment to a position, which would eliminate the hidden influence of 'telephone law';

- › change the approach to selection (differentiate selection questions depending on the position).

**Civil servants appointed to positions without competition during martial law are concerned about their future status if competitive selection is restored.** However, even such respondents sometimes supported the restoration of competitive selection and participation in competitions on general terms.

Respondents' views on regulating the further status of civil servants appointed without competition were distributed as follows (see Figure 9):



*Figure 9 — Survey results regarding the further status of civil servants appointed to positions without competition during martial law*

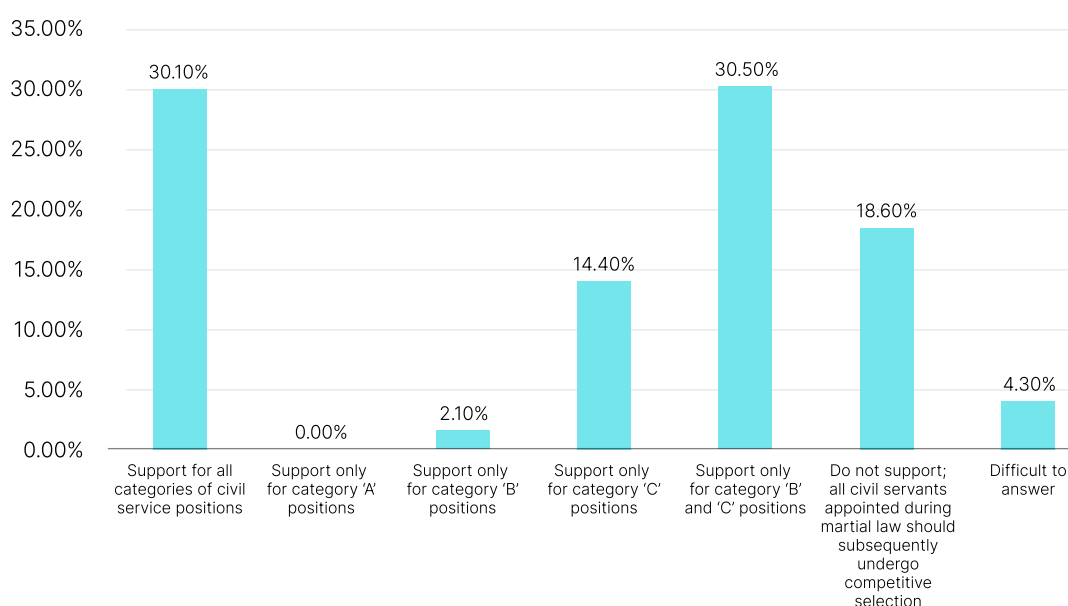
In their own answer options, respondents also proposed the following:

- › combine two factors — performance evaluation results and actual length of service;
- › civil servants with at least two years of service may remain in their positions based on performance evaluation results;
- › civil servants may be appointed to positions without competition if they have at least one year of service;
- › civil servants may remain in their positions at the discretion of their manager;
- › if a person has worked in a position for more than six months, they should automatically be appointed to the position (except for fixed-term appointments);
- › competitive selection may be used, but the conditions for conducting it should be simplified;
- › for persons who have worked for more than one year and have positive annual performance evaluation results, it would be advisable to introduce simplified attestation

(rather than a full competition). This should include an assessment of integrity, compliance with qualification requirements and successful performance of tasks, rather than a general competition, which would minimise the risk of losing experienced staff.

It is reasonable to assume that respondents' positions are largely based on their personal experience of entering and serving in the civil service. In their assessments, they project their own experience, expectations and reservations onto the overall situation, proposing the solutions they consider most appropriate from their own perspective.

Civil servants express different views on whether it is advisable to allow **continued civil service, without competition and by decision of the appointing authority, for persons appointed to positions without competition who have worked in the civil service for the period defined by law** (see Figure 10).



*Figure 10 — Assessment of the possibility for civil servants appointed to positions without competitive selection who have worked for the period defined by law to continue serving without competition by decision of the appointing authority*

Respondents' positions on applying this approach were almost evenly split between extending it to all categories of positions (30.1%) and applying it only to category 'B' and 'C' positions (30.5%). At the same time, none of the respondents supported applying this approach exclusively to category 'A' civil servants.

On the one hand, these results may reflect concerns about competitive selection or an unwillingness to spend their own resources (including time and effort) on additional preparation for it. On the other hand, a preference for such practice may indicate that **civil servants do not perceive the appointing authority's discretion as a significant risk and, in some cases, even regard it as a potential advantage and a more acceptable alternative to competitive selection.**

Respondents mostly assessed this practice positively. Thus, **38.6%** of survey participants believe that continuing civil service by decision of the appointing authority would **only improve the quality of public administration**, as it would make it possible to retain valuable and experienced employees. Almost **every fourth respondent (24%)** believes that this practice would **change nothing**. A total of **20.6%** of respondents view this practice negatively because it does not guarantee the fair appointment of the best persons on merit (see Figure 11).

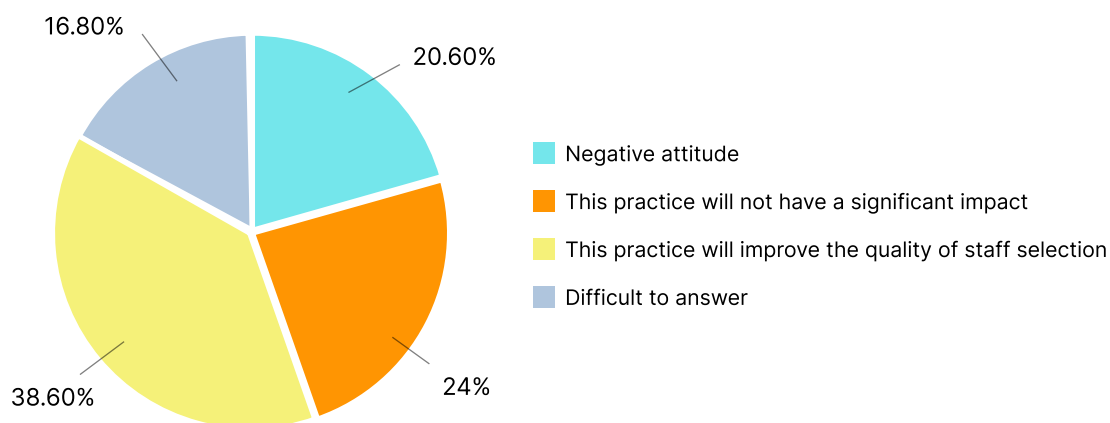


Figure 11 — Assessment of the impact of the appointing authority's discretion on the quality of staff selection to allow a civil servant appointed without competition during martial law to continue civil service

The answers to the next survey question again showed that **most civil servants do not see problems either in the absence of competitions** or in the extension of civil servants' powers outside competition procedures.

Although **restoring competitive procedures was not widely supported**, a majority of respondents (51.7% in total) nevertheless expressed **trust in their results**. At the same time, **almost every fifth survey participant (25% in total) does not trust** the results of competitive selection. As civil servants themselves explain, this distrust is based on their own negative experience of competition procedures (see Figure 12).

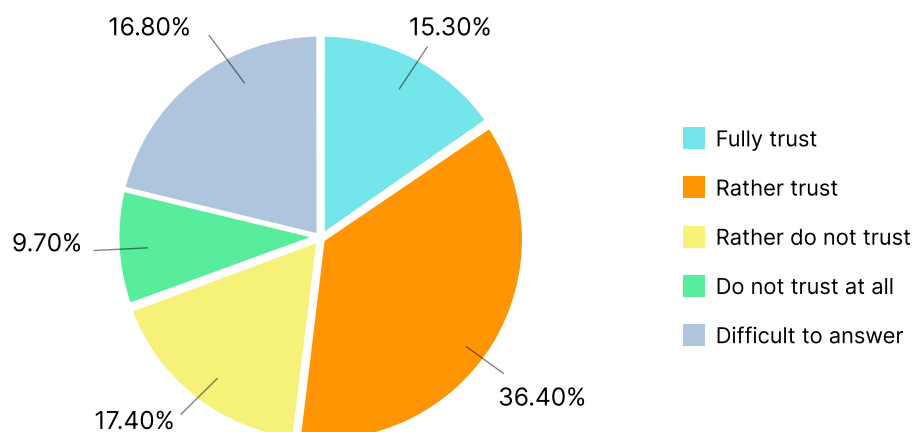


Figure 12 — Assessment of trust in the results of competitive selection for civil service positions

Almost **every fifth respondent (21.2%) was also unable to determine their attitude towards** the results of competitive selection. This is also an indicator of the ambiguous perception among civil servants of the fairness of competition procedures based on their own experience.

One factor that may help increase trust in competitive selection is **improving the work of the Commission on Senior Civil Service and the competition commissions established by the appointing authority in a state body**.

Respondents most often pointed to the following ways of improving the effectiveness of these commissions:

- › grant them the authority to select **one competition winner** from among the candidates and the **next-ranked candidate** who may take up the position if the winner refuses or if the position becomes vacant within one year of the competition — 29.5%;
- › reduce **political influence** on commission members — 29%;
- › **specify liability** for interference in the work of commissions — 22.9%;
- › **provide training for commission members** on tools for assessing candidates' professional competence — 22.5%.

At the same time, a fairly high share of respondents (28.2%) was unable to choose among the options, which may indicate a lack of relevant experience or insufficient interest in this issue.

The surveyed civil servants mostly support the **introduction of an internal competition** for category 'B' and 'C' civil service positions: **61.9%** of respondents in total support or are inclined to support this initiative, while **20.8%** in total do not support it or are inclined not to do so. **Every sixth** respondent (15.7%) found it difficult to determine their position (see Figure 13).

Therefore, this initiative generally meets the interests of the target audience.

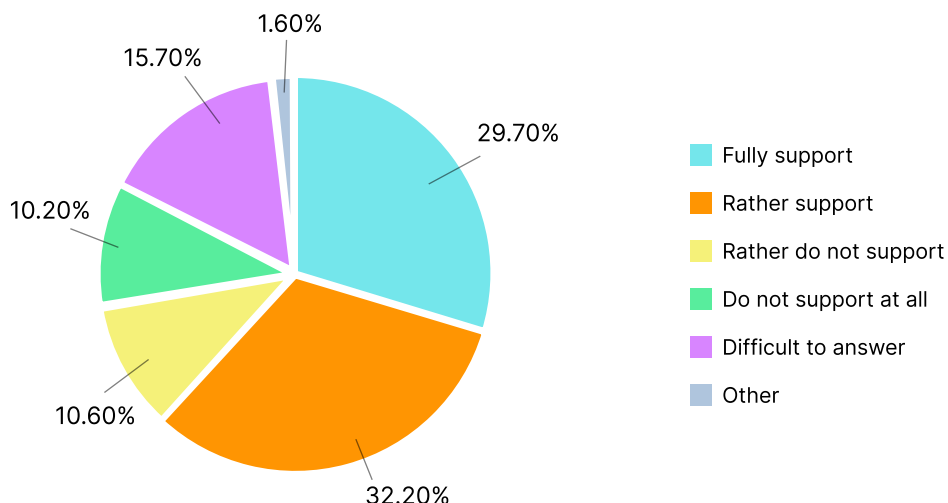


Figure 13 — Assessment of the initiative to introduce an internal competition for civil service positions

The initiative to **give preference to candidates with war veteran status** when determining competition results, provided that the candidates with the highest total score have equal professional competence, was supported or tended to be supported by a majority of respondents — **42.8%** in total.

A total of **28.8%** of respondents expressed reservations about it — at least every fourth civil servant — while **25.4%** of respondents were unable to determine their position (see Figure 14).

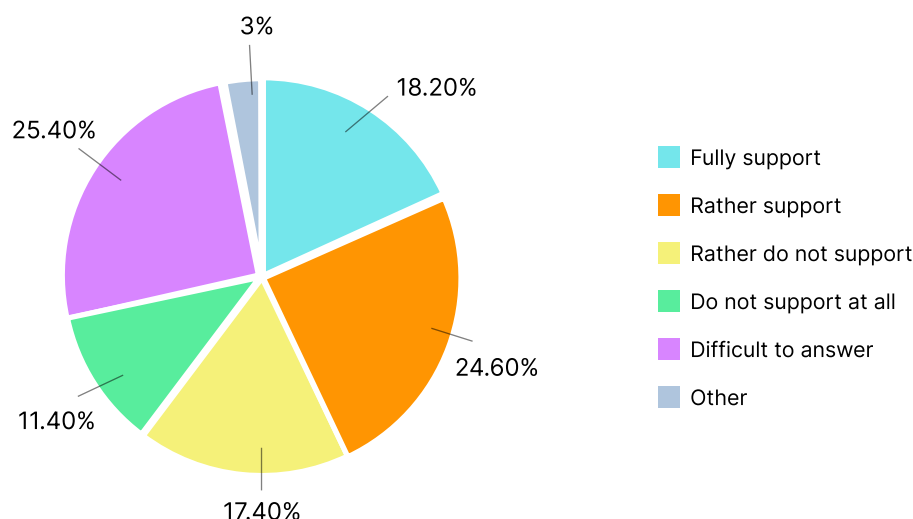


Figure 14 — Assessment of the initiative to give preference to a candidate with war veteran status when determining competition results

Some respondents supported the possibility of appointing veterans to civil service positions without competition, but only if such candidates have the necessary competencies. Such proposals were isolated.

'I have a positive attitude towards this initiative, provided it is applied in a balanced and limited way. This provision is an important tool of social policy and support for defenders, but it must in no way lower the basic requirements for the professional competence and effectiveness of a future civil servant.'

The ambiguous attitude of civil servants towards giving preference to veterans when determining the competition winner highlights the importance of additional information campaigns for its implementation and of fostering a veteran-friendly organisational culture in the civil service as a whole and in individual state bodies.

The idea of **creating a candidate reserve** from among persons who meet professional competence requirements and were included in the overall ranking of candidates for civil service positions during a competition is supported by a significant number of respondents. **In total, 69.4% of respondents support or rather support this initiative.** Almost **every sixth respondent (17.4%)** had not decided on their position, which may indicate either insufficient awareness or a lack of interest in this issue. Only 12.7% of civil servants opposed this proposal.

Therefore, this **initiative generally meets stakeholders' interests** (see Figure 15).

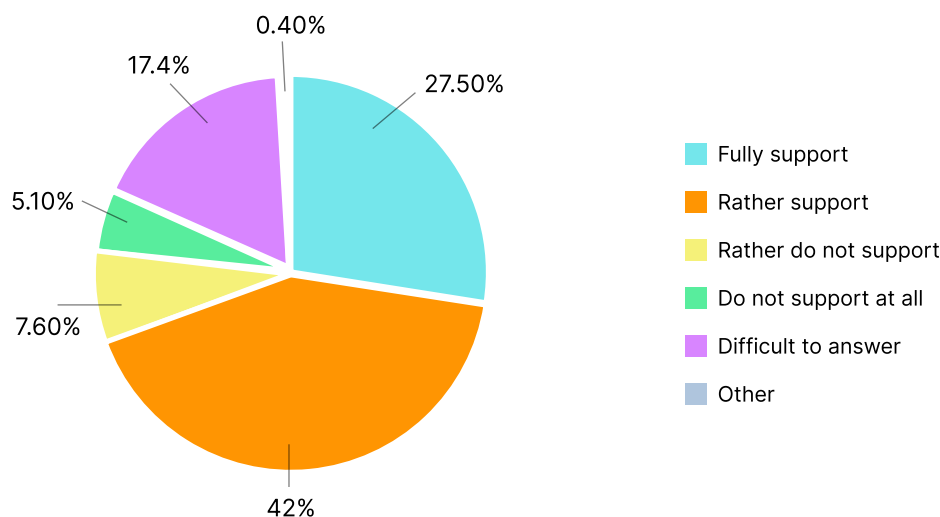


Figure 15 — Assessment of the initiative to create a candidate reserve

**Support is even higher** for the initiative to **create a personnel reserve** from among candidates for category 'B' and 'C' civil service positions who, by decision of the appointing authority, may be appointed without competition to the civil service position for which they competed or to another equivalent or lower position. A total of **74.6%** supported or tended to support this initiative. One respondent proposed creating an up-to-date register of the personnel reserve that could be quickly mobilised to fill vacancies in regions where state bodies have suffered losses or relocation.

As with the candidate reserve, **12.7%** of respondents did not support the initiative. A total of **11.9%** of respondents were unable to determine their position, which is less than in the case of the candidate reserve. This indicates that civil servants understand the concept of the staff reserve more clearly than that of the candidate reserve.

Therefore, the creation of a personnel reserve generally also **meets the expectations of civil servants** (see Figure 16).

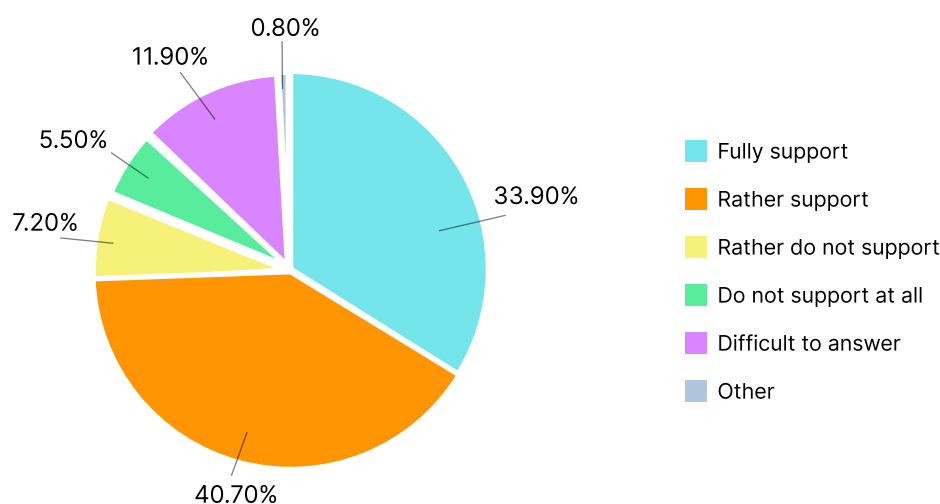


Figure 16 — Results of the assessment of the initiative to create a personnel reserve

Respondents' assessments of the prospects for a positive impact of restoring competition on the prestige of the civil service cannot be described as optimistic. **Most respondents (56.4%) believe that nothing will change after the competitions are restored.** At the same time, **22.5%** of respondents have optimistic expectations that competitions will help increase prestige.

Conversely, **13.6%** of respondents stated that changes could only be for the worse (see Figure 17).

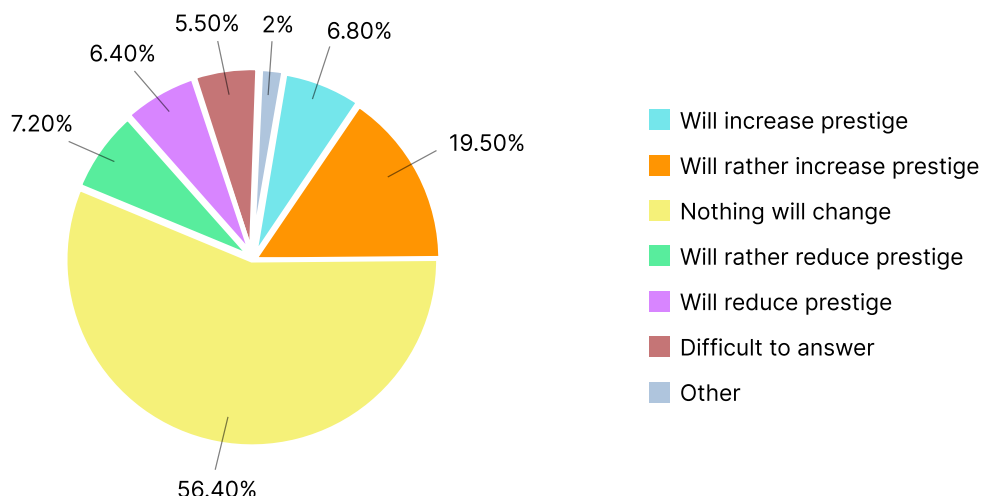


Figure 17 — Results of the assessment of the impact of restoring competitions on the prestige of the civil service

#### Civil servants assess the ability of Draft Law No. 13478-1 to resolve problems in the staffing of the civil service with caution.

Only **4.2%** of respondents have **positive expectations** regarding its effectiveness. **The largest share** of respondents (**29.2%**) believes that adoption of the draft law would have only a **partial impact**, while another 19.5% are convinced that **nothing would change**. At the same time, **29.2%** of respondents found it difficult to assess the possible consequences of adopting the act.

**Every sixth** respondent (**17.8%**) stated that they were not familiar with the content of Draft Law No. 13478-1 at all, which indicates an insufficient level of awareness among civil servants regarding the key areas of civil service reform and the need to strengthen communication measures.

Overall, the survey results indicate that civil servants have adapted to the current staffing model and appear to have limited awareness of the potential advantages of competitive selection. However, some respondents clearly recognise the need to restore competition for civil service positions and directly associate competition procedures with ensuring fair selection, reducing subjective discretion and minimising corruption risks in staffing decisions.

At the same time, the restoration of competitive selection and clarification of certain conditions for serving in and terminating civil service should not be expected, in themselves, to automatically attract highly qualified specialists or significantly increase the prestige of the civil service. This requires comprehensive solutions aimed at creating working conditions that would be both attractive and acceptable for prospective and current civil servants. This concerns ensuring fair remuneration (respondents describe remuneration as extremely low and warn that civil servants may soon be pushed into poverty), stability in the system of public authorities and improving the quality of the managerial competences and decisions of political leadership, whose effectiveness some civil servants assess critically.

Restoring competition procedures is a necessary step, but parallel efforts should continue to develop and implement measures that increase the prestige of the civil service and strengthen the state's image as a reliable and competitive employer.

# Annex A. Ratio of the Number of Appointed and Dismissed Civil Servants in 2020–2025<sup>46</sup>

Table A.1

## Ratio of the Number of Appointed and Dismissed Civil Servants in the Pre-War Period

| 2020                                               |       |       |                                                    |       |       |                                                    |       |       |                                                    |       |       |
|----------------------------------------------------|-------|-------|----------------------------------------------------|-------|-------|----------------------------------------------------|-------|-------|----------------------------------------------------|-------|-------|
| Number of appointed civil servants                 |       |       |                                                    |       |       |                                                    |       |       |                                                    |       |       |
| In Q1<br>as at 31.03<br><i>of whom by category</i> |       |       | In Q2<br>as at 30.06<br><i>of whom by category</i> |       |       | In Q3<br>as at 30.09<br><i>of whom by category</i> |       |       | In Q4<br>as at 31.12<br><i>of whom by category</i> |       |       |
| 'A'                                                | 'B'   | 'C'   | 'A'                                                | 'B'   | 'C'   | 'A'                                                | 'B'   | 'C'   | 'A'                                                | 'B'   | 'C'   |
| 20                                                 | 2,165 | 6,996 | 32                                                 | 1,247 | 3,375 | 22                                                 | 1,042 | 3,765 | 28                                                 | 1,209 | 6,059 |
| 9,181                                              |       |       | 4,654                                              |       |       | 4,984                                              |       |       | 7,447                                              |       |       |
| Total:                                             |       |       | 26,266                                             |       |       |                                                    |       |       |                                                    |       |       |
| Number of dismissed civil servants                 |       |       |                                                    |       |       |                                                    |       |       |                                                    |       |       |
| In Q1<br>as at 31.03<br><i>of whom by category</i> |       |       | In Q2<br>as at 30.06<br><i>of whom by category</i> |       |       | In Q3<br>as at 30.09<br><i>of whom by category</i> |       |       | In Q4<br>as at 31.12<br><i>of whom by category</i> |       |       |
| 'A'                                                | 'B'   | 'C'   | 'A'                                                | 'B'   | 'C'   | 'A'                                                | 'B'   | 'C'   | 'A'                                                | 'B'   | 'C'   |
| 14                                                 | 3,011 | 8,801 | 23                                                 | 1,305 | 3,423 | 21                                                 | 1,415 | 4,403 | 11                                                 | 1,690 | 5,418 |
| 11,826                                             |       |       | 4,751                                              |       |       | 5,839                                              |       |       | 7,119                                              |       |       |
| Total:                                             |       |       | 29,535                                             |       |       |                                                    |       |       |                                                    |       |       |

<sup>46</sup> Based on the data on the quantitative composition of civil servants presented on the [NAUCS website](#).

| 2021                                               |       |        |                                                    |       |        |                                                    |       |        |                                                    |       |        |
|----------------------------------------------------|-------|--------|----------------------------------------------------|-------|--------|----------------------------------------------------|-------|--------|----------------------------------------------------|-------|--------|
| Number of appointed civil servants                 |       |        |                                                    |       |        |                                                    |       |        |                                                    |       |        |
| In Q1<br>as at 31.03<br><i>of whom by category</i> |       |        | In Q2<br>as at 30.06<br><i>of whom by category</i> |       |        | In Q3<br>as at 30.09<br><i>of whom by category</i> |       |        | In Q4<br>as at 31.12<br><i>of whom by category</i> |       |        |
| 'A'                                                | 'B'   | 'C'    | 'A'                                                | 'B'   | 'C'    | 'A'                                                | 'B'   | 'C'    | 'A'                                                | 'B'   | 'C'    |
| 18                                                 | 5,697 | 18,583 | 11                                                 | 3,016 | 10,645 | 24                                                 | 3,371 | 15,015 | 35                                                 | 2,808 | 14,216 |
| 24,298                                             |       |        | 13,672                                             |       |        | 18,410                                             |       |        | 17,059                                             |       |        |
| Total:                                             |       |        | 73,439                                             |       |        |                                                    |       |        |                                                    |       |        |
| Number of dismissed civil servants                 |       |        |                                                    |       |        |                                                    |       |        |                                                    |       |        |
| In Q1<br>as at 31.03<br><i>of whom by category</i> |       |        | In Q2<br>as at 30.06<br><i>of whom by category</i> |       |        | In Q3<br>as at 30.09<br><i>of whom by category</i> |       |        | In Q4<br>as at 31.12<br><i>of whom by category</i> |       |        |
| 'A'                                                | 'B'   | 'C'    | 'A'                                                | 'B'   | 'C'    | 'A'                                                | 'B'   | 'C'    | 'A'                                                | 'B'   | 'C'    |
| 11                                                 | 2,507 | 7,160  | 13                                                 | 2,005 | 8,663  | 16                                                 | 1,956 | 8,407  | 41                                                 | 1,496 | 6,876  |
| 9,678                                              |       |        | 10,681                                             |       |        | 10,379                                             |       |        | 8,413                                              |       |        |
| Total:                                             |       |        | 39,151                                             |       |        |                                                    |       |        |                                                    |       |        |

# Wartime Period

Table A.2

## Ratio of the Number of Appointed and Dismissed Civil Servants in the Wartime Period

| 2022                                                                                          |       |       |                                    |       |       |                                    |       |        |                                    |       |        |
|-----------------------------------------------------------------------------------------------|-------|-------|------------------------------------|-------|-------|------------------------------------|-------|--------|------------------------------------|-------|--------|
| Number of appointed civil servants                                                            |       |       |                                    |       |       |                                    |       |        |                                    |       |        |
| as at 01.05<br>of whom by category                                                            |       |       | as at 01.07<br>of whom by category |       |       | as at 30.09<br>of whom by category |       |        | as at 31.12<br>of whom by category |       |        |
| 'A'                                                                                           | 'B'   | 'C'   | 'A'                                | 'B'   | 'C'   | 'A'                                | 'B'   | 'C'    | 'A'                                | 'B'   | 'C'    |
|                                                                                               |       |       | 33                                 | 1,785 | 5,999 | 62                                 | 3,857 | 12,718 | 68                                 | 6,074 | 20,624 |
|                                                                                               |       |       | 7,817                              |       |       | 16,637                             |       |        | 26,766                             |       |        |
| Including those appointed pursuant to the Law of Ukraine 'On the Legal Regime of Martial Law' |       |       |                                    |       |       |                                    |       |        |                                    |       |        |
| as at 01.05<br>of whom by category                                                            |       |       | as at 01.07<br>of whom by category |       |       | as at 30.09<br>of whom by category |       |        | as at 31.12<br>of whom by category |       |        |
| 'A'                                                                                           | 'B'   | 'C'   | 'A'                                | 'B'   | 'C'   | 'A'                                | 'B'   | 'C'    | 'A'                                | 'B'   | 'C'    |
|                                                                                               |       |       |                                    |       |       |                                    |       |        | 40                                 | 4,710 | 15,547 |
|                                                                                               |       |       |                                    |       |       |                                    |       |        | 20,297                             |       |        |
| Number of dismissed civil servants                                                            |       |       |                                    |       |       |                                    |       |        |                                    |       |        |
| as at 01.05<br>of whom by category                                                            |       |       | as at 01.07<br>of whom by category |       |       | as at 30.09<br>of whom by category |       |        | as at 31.12<br>of whom by category |       |        |
| 'A'                                                                                           | 'B'   | 'C'   | 'A'                                | 'B'   | 'C'   | 'A'                                | 'B'   | 'C'    | 'A'                                | 'B'   | 'C'    |
| 16                                                                                            | 1,313 | 4,642 | 24                                 | 2,373 | 9,480 | 40                                 | 4,018 | 16,609 | 49                                 | 5,957 | 24,434 |
| 5,971                                                                                         |       |       | 11,877                             |       |       | 20,667                             |       |        | 30,440                             |       |        |

| 2023                               |       |       |                                    |       |        |                                    |       |        |                                    |       |        |
|------------------------------------|-------|-------|------------------------------------|-------|--------|------------------------------------|-------|--------|------------------------------------|-------|--------|
| Number of appointed civil servants |       |       |                                    |       |        |                                    |       |        |                                    |       |        |
| as at 31.03<br>of whom by category |       |       | as at 30.06<br>of whom by category |       |        | as at 30.09<br>of whom by category |       |        | as at 31.12<br>of whom by category |       |        |
| 'A'                                | 'B'   | 'C'   | 'A'                                | 'B'   | 'C'    | 'A'                                | 'B'   | 'C'    | 'A'                                | 'B'   | 'C'    |
| 17                                 | 2,284 | 7,594 | 27                                 | 4,160 | 14,332 | 43                                 | 6,161 | 21,399 | 56                                 | 7,395 | 28,736 |
| 9,895                              |       |       | 18,519                             |       |        | 27,603                             |       |        | 36,187                             |       |        |
| Number of dismissed civil servants |       |       |                                    |       |        |                                    |       |        |                                    |       |        |
| as at 31.03<br>of whom by category |       |       | as at 30.06<br>of whom by category |       |        | as at 30.09<br>of whom by category |       |        | as at 31.12<br>of whom by category |       |        |
| 'A'                                | 'B'   | 'C'   | 'A'                                | 'B'   | 'C'    | 'A'                                | 'B'   | 'C'    | 'A'                                | 'B'   | 'C'    |
| 23                                 | 2,136 | 8,333 | 39                                 | 4,126 | 16,190 | 52                                 | 6,200 | 24,625 | 61                                 | 7,985 | 32,147 |
| 10,492                             |       |       | 20,355                             |       |        | 30,877                             |       |        | 40,193                             |       |        |

| 2024                                      |       |       |                                           |       |        |                                           |       |        |                                           |       |        |
|-------------------------------------------|-------|-------|-------------------------------------------|-------|--------|-------------------------------------------|-------|--------|-------------------------------------------|-------|--------|
| Number of appointed civil servants        |       |       |                                           |       |        |                                           |       |        |                                           |       |        |
| as at 31.03<br><i>of whom by category</i> |       |       | as at 30.06<br><i>of whom by category</i> |       |        | as at 30.09<br><i>of whom by category</i> |       |        | as at 31.12<br><i>of whom by category</i> |       |        |
| 'A'                                       | 'B'   | 'C'   | 'A'                                       | 'B'   | 'C'    | 'A'                                       | 'B'   | 'C'    | 'A'                                       | 'B'   | 'C'    |
| 6                                         | 823   | 8,435 | 21                                        | 1,794 | 16,008 | 31                                        | 2,828 | 23,330 | 54                                        | 4,384 | 30,636 |
| 9,264                                     |       |       | 17,895                                    |       |        | 26,186                                    |       |        | 35,074                                    |       |        |
| Number of dismissed civil servants        |       |       |                                           |       |        |                                           |       |        |                                           |       |        |
| as at 31.03<br><i>of whom by category</i> |       |       | as at 30.06<br><i>of whom by category</i> |       |        | as at 30.09<br><i>of whom by category</i> |       |        | as at 31.12<br><i>of whom by category</i> |       |        |
| 'A'                                       | 'B'   | 'C'   | 'A'                                       | 'B'   | 'C'    | 'A'                                       | 'B'   | 'C'    | 'A'                                       | 'B'   | 'C'    |
| 8                                         | 1,649 | 7,877 | 21                                        | 3,277 | 15,619 | 27                                        | 4,637 | 23,247 | 45                                        | 6,462 | 31,166 |
| 9,534                                     |       |       | 18,917                                    |       |        | 27,938                                    |       |        | 37,673                                    |       |        |

| 2025                                      |       |       |                                           |       |        |                                           |       |        |                                           |       |        |
|-------------------------------------------|-------|-------|-------------------------------------------|-------|--------|-------------------------------------------|-------|--------|-------------------------------------------|-------|--------|
| Number of appointed civil servants        |       |       |                                           |       |        |                                           |       |        |                                           |       |        |
| as at 31.03<br><i>of whom by category</i> |       |       | as at 30.06<br><i>of whom by category</i> |       |        | as at 30.09<br><i>of whom by category</i> |       |        | as at 31.12<br><i>of whom by category</i> |       |        |
| 'A'                                       | 'B'   | 'C'   | 'A'                                       | 'B'   | 'C'    | 'A'                                       | 'B'   | 'C'    | 'A'                                       | 'B'   | 'C'    |
| 21                                        | 1,768 | 7,759 | 46                                        | 3,715 | 15,584 | 68                                        | 5,499 | 23,727 | 87                                        | 7,615 | 34,502 |
| 9,548                                     |       |       | 19,345                                    |       |        | 29,294                                    |       |        | 42,204                                    |       |        |
| Number of dismissed civil servants        |       |       |                                           |       |        |                                           |       |        |                                           |       |        |
| as at 31.03<br><i>of whom by category</i> |       |       | as at 30.06<br><i>of whom by category</i> |       |        | as at 30.09<br><i>of whom by category</i> |       |        | as at 31.12<br><i>of whom by category</i> |       |        |
| 'A'                                       | 'B'   | 'C'   | 'A'                                       | 'B'   | 'C'    | 'A'                                       | 'B'   | 'C'    | 'A'                                       | 'B'   | 'C'    |
| 16                                        | 1,541 | 7,659 | 33                                        | 2,962 | 16,054 | 60                                        | 4,694 | 25,276 | 73                                        | 6,666 | 36,552 |
| 9,216                                     |       |       | 19,049                                    |       |        | 30,030                                    |       |        | 43,291                                    |       |        |

# Annex B. Ukraine's International Commitments in the Field of Civil Service Staffing

In the context of European integration, Ukraine has undertaken a number of commitments to its international partners, including in the field of public administration. Fulfilment of these commitments is assessed regularly, forming the basis for conclusions on progress or, conversely, a slowdown in implementing reforms in the field of selection for civil service positions in line with the meritocratic principle.

Ukraine's international commitments on civil service staffing, including during martial law, are set out in the following documents:

## 1. Association Agreement between the European Union and its Member States, of the one part, and Ukraine, of the other part, of 27.06.2014<sup>47</sup>

The Association Agreement sets out only the general European values that should underpin Ukraine's participation in European policies. Respect for good governance is recognised as one of these values, as stated in the preamble. Article 3 of the Agreement further emphasises that good governance is one of the main principles for strengthening relations between the Parties. The objectives of the political dialogue between the Parties include, among other things, strengthening respect for democratic principles, the rule of law and good governance (Article 4). The Association Agreement does not contain specific provisions on entry into the civil service.

## 2. European Commission Report on Ukraine's progress under the Enlargement Package

Under Cluster 1, 'Fundamentals of the EU accession process', Ukraine's fulfilment of its commitments in the field of public administration reform is assessed.

### › 2023 Report:<sup>48</sup>

In the first year of assessing Ukraine's progress, the EC noted that public administration reform had stalled in the area of merit-based recruitment. According to the EC, long periods without procedures to safeguard a professional and depoliticised civil service, combined with the widespread use of non-transparent direct appointments, **undermined the competitiveness and independence of the civil service**. In view of this, Ukraine was **expected to restore merit-based recruitment in 2024. In practice, however, this requirement was not fulfilled**.

<sup>47</sup> Association Agreement between Ukraine, of the one part, and the European Union, the European Atomic Energy Community and their Member States, of the other part, of 27.06.2014. Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

<sup>48</sup> Ukraine 2023 Report: Commission Staff Working Document. Brussels, 08.11.2023. SWD(2023) 699 final. 152 p. European Commission: official website of the European Union (accessed: 25.02.2026).

Gender representation in the civil service remained imbalanced. As of the end of 2022, senior management consisted of 70% men and 30% women, middle management of 33% men and 67% women and non-managerial positions of 22% men and 78% women.

› **2024 Report:**<sup>49</sup>

The EC again emphasised that the regulatory framework for the civil service still required improvement. Martial law had a significant impact on the civil service regulatory framework, as there had been no recruitment and selection to the civil service based on merit and equal opportunities since martial law was introduced. **The widespread use of non-transparent direct appointments undermines the professionalism, independence and stability of the civil service. Although staff turnover rates have decreased since 2019, both staff turnover and vacancy rates remain high.**

Gender representation in the civil service was likewise uneven. At the end of 2023, senior civil service management consisted of 70% men and 30% women, middle management of 34% men and 66% women, while among civil servants who did not hold managerial positions, 22% were men and 78% were women.<sup>50</sup>

› **2025 Report:**<sup>51</sup>

The European Commission noted that martial law continues to have a significant impact on the civil service legal framework, as merit-based and equal-opportunity competitive recruitment to the civil service remains suspended. The EC considers that:

- **recruitment procedures should be improved, especially for senior management positions, and brought into line with best European practices** (Parliament is currently working on ways to implement this recommendation);
- **all civil service vacancies should be published transparently on the Unified State Web Portal for Electronic Services.**

At the same time, the Report emphasised that gender representation in the civil service remains uneven. As of June, senior civil service management consisted of 74% men and 26% women, middle management of 33% men and 67% women, while among civil servants who did not hold managerial positions, 21% were men and 79% were women.<sup>52</sup>

### **3. Public Administration Reform Roadmap, approved by Order of the Cabinet of Ministers of Ukraine No. 475 of 14.05.2025<sup>53</sup>**

This document was adopted to fulfil Ukraine's commitments under the European Union negotiating framework, approved by the Decision of the Council of the European Union of 21.06.2024, under Cluster 1, 'Fundamentals of the EU accession process'.

<sup>49</sup> Ukraine 2024 Report: Commission Staff Working Document. Brussels, 30.10.2024. SWD(2024) 699 final. 105 p. European Commission: official website of the European Union (accessed: 25.02.2026).

<sup>50</sup> Ukraine 2024 Report: Commission Staff Working Document. Brussels, 30.10.2024. SWD(2024) 699 final, pp. 26–27. European Commission: official website of the European Union (accessed: 25.02.2026).

<sup>51</sup> Ukraine 2025 Report: Commission Staff Working Document. Brussels, 04.11.2025. SWD(2025) 759 final. 111 p. Government Portal: official website (accessed: 25.02.2026).

<sup>52</sup> Ibid., pp. 26–27.

<sup>53</sup> Public Administration Reform Roadmap, approved by Order of the Cabinet of Ministers of Ukraine No. 475 of 14.05.2025. Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

The Roadmap provides for the following measures:

- › **the adoption and entry into force of legislative acts** improving the procedures for entering, serving in and terminating civil service and complying with the meritocratic principle, the principle of integrity, European standards and principles of public administration — third quarter of 2025 (subsequently changed to the fourth quarter of 2025);
- › **the introduction and strengthening of tools for integrity checks of candidates** for civil service positions during recruitment and appointment at all administrative levels — third quarter of 2026;
- › **an information and awareness-raising campaign** on restoring competitions for civil service positions under the updated procedure, aimed at increasing the number of professional candidates with integrity — from first to third quarter of 2026;
- › **the restoration of merit-based recruitment and hiring for all civil servants**, depending on the security situation in the country, in stages:
  - 1) for category 'A' civil service positions;
  - 2) for category 'B' civil service positions (in the Ukrainian-controlled territory where no hostilities are taking place);
  - 3) for category 'C' civil service positions (in the Ukrainian-controlled territory where no hostilities are taking place)
 — third quarter of 2026.
- › **improving and professionalising the procedures for selecting candidates** for category 'A' civil service positions based on the assessment of professional competence, including enhanced integrity checks — third quarter of 2026;
- › **organising training for members of competition commissions** on assessing candidates' professional competence before their inclusion in a competition commission — from the first to the fourth quarter of 2027.

Since the first measure could not be implemented on time, amendments became necessary: **the deadline for its implementation was subsequently postponed to the fourth quarter of 2025.**

#### 4. Ukraine Facility Plan for 2024–2027:<sup>54</sup>

The reform concerning the procedure for recruitment to the civil service provides for the following steps:

- › **the entry into force of legislation**, including subordinate acts, providing for the improvement of the procedure for entering, serving in and terminating civil service. This legislation must comply with the OECD (SIGMA) Principles of Public Administration concerning recruitment procedures based on professional competences — third quarter of 2025 (subsequently changed to the fourth quarter of 2025);<sup>55</sup>

<sup>54</sup> Ukraine Facility Plan for 2024–2027. 2024. 380 p. Ministry of Economy of Ukraine: official website (accessed: 25.02.2026).

<sup>55</sup> On Amendments to the Ukraine Facility Plan: Order of the Cabinet of Ministers of Ukraine No. 817-r of 01.08.2025. Verkhovna Rada of Ukraine: official website (accessed: 25.02.2026).

- › **the restoration of recruitment to fill vacant positions**, taking into account professional competences, for all civil servants, will be carried out gradually in three stages:

- 1) for category 'A' civil service positions;
- 2) for category 'B' civil service positions (in the Ukraine-controlled territory where no hostilities are taking place);
- 3) for category 'C' civil service positions (in the Ukraine-controlled territory where no hostilities are taking place)

— third quarter of 2026.

The reforms proposed in the Plan **correspond to Sustainable Development Goal No. 16**, 'Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels'. The measures provided for in the Plan are also **aligned with the Action Plan for implementing the European Commission's recommendations** presented in the 2023 Ukraine Progress Report under the European Union Enlargement Package, approved by Order of the Cabinet of Ministers No. 133 of 09.02.2024 (provided for in items 4, 5 and 6 of the Action Plan).

#### 5. The Principles of Public Administration developed by OECD/SIGMA:<sup>56</sup>

The OECD/SIGMA Programme has developed a set of principles that reflect contemporary European standards of public administration. In particular, the 'Civil Service and Human Resource Management' block, in the part concerning the recruitment of civil servants, includes the following principles:

- › **Principle 9: A public administration attracts and recruits competent people based on merit and equal opportunities:**
  - A public administration analyses human resources (HR), prepares and implements workforce plans aligned with the budget to ensure an adequate number of staff and the right mix of competencies, skills and experience to perform its mission, taking into account both current and future needs.
  - **Civil servants are recruited through transparent and open merit-based competitions.**
  - Inclusive recruitment policies and practices support diversity and equal opportunities in public administration.
  - A public administration body attracts a large number of eligible candidates by using employer branding and other recruitment tools.
  - Staffing is based on accurate job descriptions that set out the required candidate profile (experience, knowledge, skills and competencies) for effective performance, reflected, together with working conditions and remuneration, in vacancy announcements.

<sup>56</sup> The Principles of Public Administration / OECD/SIGMA. 2023. 48 p. SIGMA: website (accessed: 25.02.2026).

- Selection commissions consist of members who are qualified to assess candidates against the requirements of the position, have no conflict of interest and are politically impartial.
- Recruitment methods ensure a fair and well-founded assessment of the experience, knowledge, skills and competencies required for the job and make it possible to select the most suitable candidates.
- Recruitment and selection processes are efficient, timely, user-friendly and supported by digital technologies.
- Applicants are informed about recruitment decisions in a timely manner and have the right to request justification and to appeal through administrative and judicial procedures.
- The onboarding process ensures rapid adjustment to the job and the organisation, enabling new staff to feel confident, competent and perform well.

› **Principle 10: Effective leadership is fostered by the competence, stability, professional autonomy and responsiveness of accountable senior managers:**

- Senior management positions are made attractive through fair recruitment, competitive salaries, professional challenges, autonomy and reduced career risks.
- **Staffing procedures are merit-based** and managed by professionals; they are impartial and transparent, making it possible to select and appoint senior managers with sufficiently extensive experience, knowledge, skills and competencies to perform their work to a high standard in line with predefined standards.
- Staffing policies and practices promote equal opportunities, gender balance and non-discrimination in senior management positions.

## **6. SIGMA Monitoring Report 'Public Administration in Ukraine: Assessment against the Principles of Public Administration' (2023):<sup>57</sup>**

The SIGMA Programme last assessed Ukraine's compliance with the Principles of Public Administration at the end of 2023, almost two years after the start of the full-scale invasion. This Monitoring Report, like the European Commission Report, identified a number of problems with restoring competition for civil service positions during martial law.

One of the key principles assessed under the 'Public Service and Human Resource Management' area is that **recruitment to civil service positions is based on merit and equal treatment at all stages, and that the criteria for demotion and dismissal of civil servants are clear.**

SIGMA experts found that the civil service in Ukraine had been severely affected by the Russian armed aggression and the subsequent introduction of martial law. Special measures were introduced in relation to recruitment, dismissal, transfer, promotion, work organisation and integrity, which led to reduced attention to merit-based recruitment practices.<sup>58</sup>

<sup>57</sup> Public Administration in Ukraine: Assessment against the Principles of Public Administration: Monitoring Report / OECD/SIGMA. 2023. 219 p. Ministry of Finance of Ukraine: official website (accessed: 25.02.2026).

<sup>58</sup> Ibid., p. 82.

The war affected staffing and recruitment in the following ways:

- › during the wartime period, merit-based competitive recruitment was not applied;
- › compared with accepted HR practice, staff turnover in the civil service was extremely high (17% in 2022);
- › there are persistent problems with the composition of the Commission on Senior Civil Service, which was deprived of its core powers.<sup>59</sup>

In this regard, the SIGMA Programme recommended that Ukraine:

- › **restore merit-based recruitment and promotion, including by restoring and updating the Unified Civil Service Vacancy Portal;**
- › the Government should increase the capacity of the civil service, in particular through **an improved system of appointments to civil service positions at all levels**, to respond to the challenges of EU integration;
- › the Government should strengthen the professionalism of recruitment procedures for senior civil service positions and **eliminate political influence over the assessment of candidates**.<sup>60</sup>

Therefore, the need to restore competition for civil service positions is provided for in a number of documents and confirmed by reports of international institutions. The current practice, which is based on the absence of competitions and appointments on terms determined independently by public authorities, creates risks for the selection of the most professional candidates. In view of this, **international institutions believe that competitive procedures should be restored.**

---

<sup>59</sup> Public Administration in Ukraine: Assessment against the Principles of Public Administration: Monitoring Report / OECD/SIGMA. 2023. 83 p. Ministry of Finance of Ukraine: official website (accessed: 25.02.2026).

<sup>60</sup> Ibid., p. 84.

# Annex C. Stakeholder Opinions on Draft Law No. 13478-1

Table C.1

## Stakeholder Opinions on Draft Law No. 13478-1

|                                                             |                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
|-------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Ministry of Defence of Ukraine                              | Supported without comments or reservations. <sup>61</sup>                                                                                                                                                                                                                                                                                                                                                                                                                |
| State Tax Service of Ukraine                                | Supported. It considers that the implementation of the draft law will have a positive impact on civil servants and candidates for the relevant civil service positions, as it will improve competitive procedures, strengthen the continuity and stability of the civil service and provide heads of civil service with tools for making more effective management decisions. <sup>62</sup>                                                                              |
| Ministry of Veterans Affairs of Ukraine                     | Supported, as implementation of the draft law will help improve the competitive procedure for filling civil service positions, improve promotion and dismissal procedures and align them with the OECD (SIGMA) Principles of Public Administration. <sup>63</sup>                                                                                                                                                                                                        |
| Ministry of Education and Science of Ukraine                | No proposals or comments on the text of the draft law. <sup>64</sup>                                                                                                                                                                                                                                                                                                                                                                                                     |
| Ministry of Economy, Environment and Agriculture of Ukraine | Supports the draft law as proposed. <sup>65</sup>                                                                                                                                                                                                                                                                                                                                                                                                                        |
| Ministry of Justice of Ukraine                              | Needs further revision. To refer to 'municipal enterprises, institutions and organisations', it would be more appropriate to use the wording 'legal entities, regardless of their organisational and legal form', which would be consistent with Law of Ukraine No. 4196-IX. The proposed wording 'deprived of the right to engage in certain activities or hold certain positions' should be aligned with the provisions of the Criminal Code of Ukraine. <sup>66</sup> |

<sup>61</sup> Conclusions and proposals of the Ministry of Defence of Ukraine on Draft Law No. 13478-1. Government Portal: official website (accessed: 25.02.2026).

<sup>62</sup> Conclusions and proposals of the State Tax Service of Ukraine on Draft Law No. 13478-1. Government Portal: official website (accessed: 25.02.2026).

<sup>63</sup> Conclusions and proposals of the Ministry of Veterans Affairs of Ukraine on Draft Law No. 13478-1. Government Portal: official website (accessed: 25.02.2026).

<sup>64</sup> Conclusions and proposals of the Ministry of Education and Science of Ukraine on Draft Law No. 13478-1. Government Portal: official website (accessed: 25.02.2026).

<sup>65</sup> Conclusions and proposals of the Ministry of Economy, Environment and Agriculture of Ukraine on Draft Law No. 13478-1. Government Portal: official website (accessed: 25.02.2026).

<sup>66</sup> Conclusions and proposals of the Ministry of Justice of Ukraine on Draft Law No. 13478-1. Government Portal: official website (accessed: 25.02.2026).

|                                                                                                                                                                                                                                                                                                                                                                                                                                            |                                                                                                                                                                                                                                                                                                                                                                                                 |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| National Agency of Ukraine on Civil Service                                                                                                                                                                                                                                                                                                                                                                                                | Supports the draft law and considers its approval by Parliament as soon as possible extremely important for the timely implementation of the Ukraine Facility Plan indicators. <sup>67</sup>                                                                                                                                                                                                    |
| Ministry of Finance of Ukraine                                                                                                                                                                                                                                                                                                                                                                                                             | No comments. Implementation of the act will not affect the expenditure or revenue sides of the state budget. Implementation of the act will not require funding from the state or local budgets. Implementation of the act will not require additional expenditure from the State Budget of Ukraine. Adoption of the act does not contradict laws regulating budgetary relations. <sup>68</sup> |
| Ministry for Development of Communities and Territories of Ukraine                                                                                                                                                                                                                                                                                                                                                                         | No comments. <sup>69</sup>                                                                                                                                                                                                                                                                                                                                                                      |
| Think tanks<br>CASE Ukraine, Centre for Economic Strategy, Institute for Socio-Economic Transformation, Institute for Economic Leadership, ANTS Network for the Protection of National Interests, Technologies of Progress, Institute of Finance and Law, Association of Tax Advisers — ATA, Advanter Group, Institute of Tax Reforms, Office of the Chief Economist of the Coalition of Business Communities for Modernisation of Ukraine | Call on Parliament to adopt the draft law, as this step is an obligation of Ukraine under the Ukraine Facility Plan. <sup>70</sup>                                                                                                                                                                                                                                                              |

<sup>67</sup> Conclusions and proposals of the National Agency of Ukraine on Civil Service on Draft Law No. 13478-1. Government Portal: official website (accessed: 25.02.2026).

<sup>68</sup> Conclusions and proposals of the Ministry of Finance of Ukraine on Draft Law No. 13478-1. Government Portal: official website (accessed: 25.02.2026).

<sup>69</sup> Conclusions and proposals of the Ministry for Development of Communities and Territories of Ukraine on Draft Law No. 13478-1. Government Portal: official website (accessed: 25.02.2026).

<sup>70</sup> Appeal of Think Tanks to the VRU on Civil Service. Economic Expert Platform: website. 2025 (accessed: 24.02.2026).

|                                                                                                                                                  |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
|--------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Centre for Policy and Legal Reform                                                                                                               | <p>Considers that the draft law contains a number of significant shortcomings:</p> <ol style="list-style-type: none"> <li>1) excessively prolonged timeframes for restoring competitions;</li> <li>2) the continued politicisation of the composition of the Commission on Senior Civil Service;</li> <li>3) significant discretion of appointing authorities to allow persons whom they appointed without the relevant procedures during martial law to continue civil service without competition;</li> <li>4) absence of provisions on restoring the stability of civil service and restrictions on arbitrary dismissals;</li> <li>5) under the rule set out in § 110 of the Rules of Procedure, the VRU considers alternative draft laws simultaneously with the main draft law. This means that the main draft law will still need to be re-submitted or awaited if this rule is observed.</li> </ol> <p>It indicates that it would be desirable to amend existing provisions and introduce new ones that would meet the expectations of Ukrainian citizens, at least in terms of more realistic timeframes for restoring competitions and ending dismissals on formal grounds, which are among the aspects previously highlighted by the European Commission in its Report.<sup>71</sup></p> |
| Ukrainian Business Council (comprising 125 business associations whose members include 27,000 enterprises from different sectors of the economy) | <p>Calls on MPs to adopt draft law No. 13478-1 in the first reading and to take the following proposals into account before the second reading:</p> <ol style="list-style-type: none"> <li>1) Article 87 of the Law 'Termination of Civil Service at the Initiative of the Appointing Authority' still allows unjustified dismissals due to abolition of positions, changes to structure and staffing etc., so the article requires relevant amendments;</li> <li>2) Section II 'Final and Transitional Provisions' proposes timeframes for restoring competitions. However, the provisions set out in the draft law make it possible not to open competitions for certain already occupied positions for more than 2.5 years, which in effect 'legalises' persons appointed without competition, given the possibility of not announcing competitions until the maximum deadlines expire.<sup>72</sup></li> </ol>                                                                                                                                                                                                                                                                                                                                                                                 |
| EU Project 'Continuation of Support to Comprehensive Public Administration Reform in Ukraine' (EU4PAR2)                                          | <p>Indicates that the draft law duly considers previously provided recommendations of both the EU4PAR2 Project and the SIGMA Programme. At the same time, certain provisions of the draft law require clarification or further refinement to ensure the coherence and predictability of regulation.<sup>73</sup></p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |

<sup>71</sup> Draft Law on Restoring Competitions for Civil Service Positions: Why Has It Taken So Long and How Much Longer? Reanimation Package of Reforms: website. 2025 (accessed: 24.02.2026).

<sup>72</sup> Business Community Calls for Restoring Competitions for Civil Service Positions. UBC Ukrainian Business Council: website. 2025 (accessed: 24.02.2026).

<sup>73</sup> Opinion of the Committee of the Verkhovna Rada of Ukraine on the Organisation of State Power, Local Self-Government, Regional Development and Urban Planning on the Draft Law of Ukraine 'On Amendments to Certain Laws of Ukraine on Restoring Competitions and Improvement of the Procedure for Entry into, Service in and Termination of Civil Service', submitted by MPs O. Korniienko and V. Bezgin (Reg. No. 13478-1).

# Annex D. Ratio of Women to Men in Civil Service Positions

Table D.1

## Ratio of Women to Men in Civil Service Positions in the Pre-War Period

| 2020                                               |     |     |                                                    |     |     |                                                    |     |     |                                                    |     |     |
|----------------------------------------------------|-----|-----|----------------------------------------------------|-----|-----|----------------------------------------------------|-----|-----|----------------------------------------------------|-----|-----|
| Actual number of women employed                    |     |     |                                                    |     |     |                                                    |     |     |                                                    |     |     |
| In Q1<br>as at 31.03<br><i>of whom by category</i> |     |     | In Q2<br>as at 30.06<br><i>of whom by category</i> |     |     | In Q3<br>as at 30.09<br><i>of whom by category</i> |     |     | In Q4<br>as at 31.12<br><i>of whom by category</i> |     |     |
| 'A'                                                | 'B' | 'C' | 'A'                                                | 'B' | 'C' | 'A'                                                | 'B' | 'C' | 'A'                                                | 'B' | 'C' |
|                                                    |     |     |                                                    |     |     |                                                    |     |     |                                                    |     |     |
|                                                    |     |     | 140,273                                            |     |     | 138,562                                            |     |     | 133,980                                            |     |     |
| Actual number of men employed                      |     |     |                                                    |     |     |                                                    |     |     |                                                    |     |     |
| In Q1<br>as at 31.03<br><i>of whom by category</i> |     |     | In Q2<br>as at 30.06<br><i>of whom by category</i> |     |     | In Q3<br>as at 30.09<br><i>of whom by category</i> |     |     | In Q4<br>as at 31.12<br><i>of whom by category</i> |     |     |
| 'A'                                                | 'B' | 'C' | 'A'                                                | 'B' | 'C' | 'A'                                                | 'B' | 'C' | 'A'                                                | 'B' | 'C' |
|                                                    |     |     |                                                    |     |     |                                                    |     |     |                                                    |     |     |
|                                                    |     |     | 45,583                                             |     |     | 44,121                                             |     |     | 42,544                                             |     |     |

| 2021                                               |     |     |                                                    |     |     |                                                    |     |     |                                                    |     |     |
|----------------------------------------------------|-----|-----|----------------------------------------------------|-----|-----|----------------------------------------------------|-----|-----|----------------------------------------------------|-----|-----|
| Actual number of women employed                    |     |     |                                                    |     |     |                                                    |     |     |                                                    |     |     |
| In Q1<br>as at 31.03<br><i>of whom by category</i> |     |     | In Q2<br>as at 30.06<br><i>of whom by category</i> |     |     | In Q3<br>as at 30.09<br><i>of whom by category</i> |     |     | In Q4<br>as at 31.12<br><i>of whom by category</i> |     |     |
| 'A'                                                | 'B' | 'C' | 'A'                                                | 'B' | 'C' | 'A'                                                | 'B' | 'C' | 'A'                                                | 'B' | 'C' |
|                                                    |     |     |                                                    |     |     |                                                    |     |     |                                                    |     |     |
| 103,619                                            |     |     | 121,543                                            |     |     | 130,006                                            |     |     | 127,987                                            |     |     |
| Actual number of men employed                      |     |     |                                                    |     |     |                                                    |     |     |                                                    |     |     |
| In Q1<br>as at 31.03<br><i>of whom by category</i> |     |     | In Q2<br>as at 30.06<br><i>of whom by category</i> |     |     | In Q3<br>as at 30.09<br><i>of whom by category</i> |     |     | In Q4<br>as at 31.12<br><i>of whom by category</i> |     |     |
| 'A'                                                | 'B' | 'C' | 'A'                                                | 'B' | 'C' | 'A'                                                | 'B' | 'C' | 'A'                                                | 'B' | 'C' |
|                                                    |     |     |                                                    |     |     |                                                    |     |     |                                                    |     |     |
| 40,451                                             |     |     | 42,593                                             |     |     | 44,600                                             |     |     | 43,482                                             |     |     |

# Wartime Period

Table D.2

## Ratio of Women to Men in Civil Service Positions in the Wartime Period

| 2022                               |     |     |                                    |     |     |                                    |        |        |                                    |        |        |
|------------------------------------|-----|-----|------------------------------------|-----|-----|------------------------------------|--------|--------|------------------------------------|--------|--------|
| Actual number of women employed    |     |     |                                    |     |     |                                    |        |        |                                    |        |        |
| as at 01.05<br>of whom by category |     |     | as at 01.07<br>of whom by category |     |     | as at 30.09<br>of whom by category |        |        | as at 31.12<br>of whom by category |        |        |
| 'A'                                | 'B' | 'C' | 'A'                                | 'B' | 'C' | 'A'                                | 'B'    | 'C'    | 'A'                                | 'B'    | 'C'    |
|                                    |     |     |                                    |     |     | 64                                 | 27,959 | 96,977 | 66                                 | 28,029 | 95,697 |
| 125,941                            |     |     | 125,476                            |     |     | 125,000                            |        |        | 123,792                            |        |        |
| Actual number of men employed      |     |     |                                    |     |     |                                    |        |        |                                    |        |        |
| as at 01.05<br>of whom by category |     |     | as at 01.07<br>of whom by category |     |     | as at 30.09<br>of whom by category |        |        | as at 31.12<br>of whom by category |        |        |
| 'A'                                | 'B' | 'C' | 'A'                                | 'B' | 'C' | 'A'                                | 'B'    | 'C'    | 'A'                                | 'B'    | 'C'    |
|                                    |     |     |                                    |     |     | 150                                | 14,073 | 27,529 | 137                                | 14,096 | 27,386 |
| 42,235                             |     |     | 42,664                             |     |     | 41,752                             |        |        | 41,630                             |        |        |

| 2023                               |     |     |                                    |        |        |                                    |        |        |                                    |        |        |
|------------------------------------|-----|-----|------------------------------------|--------|--------|------------------------------------|--------|--------|------------------------------------|--------|--------|
| Actual number of women employed    |     |     |                                    |        |        |                                    |        |        |                                    |        |        |
| as at 31.03<br>of whom by category |     |     | as at 30.06<br>of whom by category |        |        | as at 30.09<br>of whom by category |        |        | as at 31.12<br>of whom by category |        |        |
| 'A'                                | 'B' | 'C' | 'A'                                | 'B'    | 'C'    | 'A'                                | 'B'    | 'C'    | 'A'                                | 'B'    | 'C'    |
|                                    |     |     | 65                                 | 27,600 | 94,745 | 64                                 | 27,511 | 93,318 | 67                                 | 27,021 | 92,720 |
| 124,232                            |     |     | 122,410                            |        |        | 120,893                            |        |        | 119,808                            |        |        |
| Actual number of men employed      |     |     |                                    |        |        |                                    |        |        |                                    |        |        |
| as at 31.03<br>of whom by category |     |     | as at 30.06<br>of whom by category |        |        | as at 30.09<br>of whom by category |        |        | as at 31.12<br>of whom by category |        |        |
| 'A'                                | 'B' | 'C' | 'A'                                | 'B'    | 'C'    | 'A'                                | 'B'    | 'C'    | 'A'                                | 'B'    | 'C'    |
|                                    |     |     | 141                                | 14,167 | 26,835 | 143                                | 14,065 | 26,474 | 146                                | 13,716 | 26,234 |
| 42,021                             |     |     | 41,143                             |        |        | 40,682                             |        |        | 40,096                             |        |        |

| 2024                               |        |        |                                    |        |        |                                    |        |        |                                    |        |        |
|------------------------------------|--------|--------|------------------------------------|--------|--------|------------------------------------|--------|--------|------------------------------------|--------|--------|
| Actual number of women employed    |        |        |                                    |        |        |                                    |        |        |                                    |        |        |
| as at 31.03<br>of whom by category |        |        | as at 30.06<br>of whom by category |        |        | as at 30.09<br>of whom by category |        |        | as at 31.12<br>of whom by category |        |        |
| 'A'                                | 'B'    | 'C'    | 'A'                                | 'B'    | 'C'    | 'A'                                | 'B'    | 'C'    | 'A'                                | 'B'    | 'C'    |
| 66                                 | 26,494 | 93,136 | 66                                 | 25,748 | 93,234 | 62                                 | 25,514 | 93,513 | 60                                 | 25,026 | 93,199 |
| 119,696                            |        |        | 119,048                            |        |        | 119,089                            |        |        | 118,285                            |        |        |
| Actual number of men employed      |        |        |                                    |        |        |                                    |        |        |                                    |        |        |
| as at 31.03<br>of whom by category |        |        | as at 30.06<br>of whom by category |        |        | as at 30.09<br>of whom by category |        |        | as at 31.12<br>of whom by category |        |        |
| 'A'                                | 'B'    | 'C'    | 'A'                                | 'B'    | 'C'    | 'A'                                | 'B'    | 'C'    | 'A'                                | 'B'    | 'C'    |
| 145                                | 13,359 | 26,133 | 151                                | 13,097 | 25,795 | 148                                | 12,981 | 25,501 | 160                                | 12,619 | 25,212 |
| 39,637                             |        |        | 39,043                             |        |        | 38,630                             |        |        | 37,991                             |        |        |

| 2025                               |        |        |                                    |        |        |                                    |        |        |                                    |        |        |
|------------------------------------|--------|--------|------------------------------------|--------|--------|------------------------------------|--------|--------|------------------------------------|--------|--------|
| Actual number of women employed    |        |        |                                    |        |        |                                    |        |        |                                    |        |        |
| as at 31.03<br>of whom by category |        |        | as at 30.06<br>of whom by category |        |        | as at 30.09<br>of whom by category |        |        | as at 31.12<br>of whom by category |        |        |
| 'A'                                | 'B'    | 'C'    | 'A'                                | 'B'    | 'C'    | 'A'                                | 'B'    | 'C'    | 'A'                                | 'B'    | 'C'    |
| 58                                 | 25,324 | 93,432 | 59                                 | 25,846 | 92,989 | 57                                 | 25,964 | 92,357 | 59                                 | 25,947 | 92,565 |
| 118,814                            |        |        | 118,894                            |        |        | 118,378                            |        |        | 118,571                            |        |        |
| Actual number of men employed      |        |        |                                    |        |        |                                    |        |        |                                    |        |        |
| as at 31.03<br>of whom by category |        |        | as at 30.06<br>of whom by category |        |        | as at 30.09<br>of whom by category |        |        | as at 31.12<br>of whom by category |        |        |
| 'A'                                | 'B'    | 'C'    | 'A'                                | 'B'    | 'C'    | 'A'                                | 'B'    | 'C'    | 'A'                                | 'B'    | 'C'    |
| 162                                | 12,584 | 25,232 | 168                                | 12,591 | 24,678 | 172                                | 12,437 | 24,399 | 171                                | 12,500 | 24,181 |
| 37,978                             |        |        | 37,437                             |        |        | 37,044                             |        |        | 36,852                             |        |        |

# Annex E. Questionnaire (Staffing of the Civil Service Workforce During Martial Law; Draft Law No. 13478-1)

*Dear civil servants,*

*We invite you to take part in a survey on staffing of the civil service during martial law. The questionnaire is anonymous (your email addresses and Google accounts will not be included in the responses). The results will be used in aggregated form.*

*Completing the questionnaire will take up to 15 minutes of your time.*

*Thank you for taking part in the survey!*

## I. Socio-demographic section

**1. Please specify the name of the public authority where you work\*.<sup>74</sup>**

*(single choice)*

-----

**2. Specify your age\*:**

*(single choice)*

- › Under 25 years.
- › 26–30 years.
- › 31–40 years.
- › 41–50 years.
- › 51–60 years.
- › Over 60 years.

**3. Specify your gender\*:**

*(single choice)*

- › Male.
- › Female.
- › Prefer not to say.

<sup>74</sup> An asterisk (\*) indicates a mandatory question.

**4. Specify the category of your civil service position\*:**

*(single choice)*

- › Category 'A'.
- › Category 'B'.
- › Category 'C'.

**5. Specify the type of your appointment to the civil service position\*:**

*(single choice)*

- › Open-ended.
- › Fixed term.

**6. Specify your total length of service in civil service positions\*:**

*(single choice)*

- › Less than 1 year.
- › From 1 to 5 years.
- › From 6 to 10 years.
- › From 11 to 20 years.
- › Over 20 years.

**7. Did you work in civil service positions before the full-scale invasion started?\***

*(single choice)*

- › Yes, I did.
- › No, I did not.

**8. Under which procedure were you appointed to the civil service position?\***

*(single choice)*

- › Through competition.
- › Through transfer from another public authority.
- › Following a selection procedure, with appointment to a vacant position under a civil service contract for the quarantine period (COVID-19).
- › Without competitive selection during martial law.

## II. Current practice of selecting candidates for civil service positions during martial law

**9. Current practice of selecting candidates for civil service positions during martial law?\***

*(single choice)*

- › Very prestigious.
- › Rather prestigious.

- › Prestigious in some positions and not in others (depending on the position and the specific public authority).
- › Rather not prestigious.
- › Not prestigious at all.
- › Difficult to answer.
- › Other: \_\_\_\_\_ (your answer).

**10. How do you and people you know find out (or found out) about vacancies for civil service positions during martial law?\***

(multiple choice)

- › On job search portals.
- › Through acquaintances.
- › Through social media.
- › Through announcements on the websites of public authorities.
- › I am not interested in this information.
- › Other: \_\_\_\_\_ (your answer).

**11. 11. How do you assess the current practice of selection for civil service positions without competitive selection?\***

(single choice)

- › Completely satisfied.
- › Rather satisfied.
- › Rather dissatisfied.
- › Completely dissatisfied.
- › Difficult to answer.
- › Other: \_\_\_\_\_ (your answer).

**12. Do you consider that the current practice of selection for civil service positions without competition ensures equal access to the civil service?\***

(single choice)

- › Yes, it fully ensures it.
- › Rather yes.
- › Rather no.
- › No, it does not ensure it.
- › Difficult to answer.
- › Other: \_\_\_\_\_ (your answer).

**13. If you consider the current practice of selecting staff for civil service positions without competition to be problematic, what, in your opinion, is this related to?**

*(optional, multiple choice)*

- › Limited access to information on vacant positions.
- › Non-transparent selection procedures.
- › Broad scope for discretion of the appointing authority.
- › Corrupt practices in the selection process.
- › Political influence on staffing decisions.
- › Age-based discrimination against candidates.
- › Gender-based discrimination against candidates.
- › Other: \_\_\_\_\_ *(your answer)*.

**14. Based on your experience, how do you assess the level of professional competence of civil servants appointed for the first time to civil service positions without competitive selection?\***

*(single choice)*

- › Very high level.
- › Fairly high level.
- › Average level.
- › Low level.
- › Very low level.
- › Difficult to answer.
- › Other: \_\_\_\_\_ *(your answer)*.

**15. If you have encountered problems in interacting with civil servants appointed for the first time to a position without competition, or negative consequences of their work for the public authority, what, in your opinion, were these problems related to?**

*(optional, multiple choice)*

- › Lack of knowledge and skills needed to work in public authorities.
- › A predominant focus on personal loyalty to the appointing authority rather than on finding the optimal and well-reasoned solution.
- › There were no problems.
- › Difficult to answer.
- › Other: \_\_\_\_\_ *(your answer)*.

**16. How do you assess the scale of staff turnover in your public authority?\***

*(single choice)*

- › Very high turnover — a significant number of employees leave or are transferred during the year, which significantly complicates the work of the state body.
- › Moderate (low) turnover — some employees change, but this is not critical for the work of the state body.
- › Turnover is almost absent — staffing remains stable, with isolated resignations or transfers.
- › Difficult to answer.
- › Other: \_\_\_\_\_ *(your answer)*.

**17. How do you assess the scale of unfilled civil service vacancies in your authority?\***

*(single choice)*

- › Very large — a significant number of positions remain vacant, which significantly complicates the performance of the state body's tasks.
- › Moderate — some positions are vacant, but this is not critical for the performance of the state body's tasks.
- › Insignificant — staffing is close to full, and isolated unfilled positions do not affect the work of the state body.
- › Difficult to answer.
- › Other: \_\_\_\_\_ *(your answer)*.

**18. To what extent, in your opinion, is turnover in civil service positions related to the absence of competitive selection?\***

*(single choice)*

- › These phenomena are fully related.
- › These phenomena are rather related.
- › These phenomena are rather not related.
- › These phenomena are not related at all.
- › Difficult to answer.
- › Other: \_\_\_\_\_ *(your answer)*.

**19. If you consider turnover in civil service positions to be related to the absence of competitive selection, what is the reason?**

*(optional, multiple choice)*

- › Uncertainty about the status of civil servants appointed without competition after competitive selection is restored encourages them to look for another job.
- › Decisions on appointment and dismissal are made at the discretion of the appointing authority, without sufficient procedural safeguards.

- › The possibility of replacing an employee without competition reduces the authority's interest in investing in staff development.
- › The possibility of moving to another body without complex competitive procedures in the event of dissatisfaction with the job.
- › The absence of induction and mentoring for newly appointed civil servants makes their work more difficult and reduces their motivation to remain in the position.
- › Difficult to answer.
- › Other: \_\_\_\_\_ (your answer).

**20. What other factors, in your opinion, cause staff turnover in the civil service?**

*(optional, multiple choice)*

- › Changes in political priorities, lack of stable tasks and a short planning horizon.
- › Politically motivated dismissals.
- › Instability in the system of central executive bodies (redistribution of powers, reorganisations and changes in the subordination or functions of bodies).
- › Frequent changes in the organisational structure of state bodies (changes to structure, staffing list, staff reductions).
- › Ineffective decisions and weak management by political leadership.
- › Excessive workload leading to burnout and resignation.
- › Difficult to answer.
- › Other: \_\_\_\_\_ (your answer).

### III. Expectations regarding reform of selection for civil service positions during martial law

**21. What measures, in your opinion, should be taken to improve selection for civil service positions?\***

*(multiple choice)*

- › Restore the web portal with announcements of open civil service vacancies.
- › Restore competitive selection for civil service positions.
- › Regulate the further status of persons appointed to civil service positions during martial law without competition.
- › Reduce the risks of political influence on members of the Commission on Senior Civil Service.
- › Eliminate the possibility of discretion by the appointing authority when determining the winner of a competitive selection.
- › Create a candidate reserve whose members could receive information about vacant positions matching their professional competence.

- › Create a staff reserve from candidates for category 'B' and 'C' civil service positions, whom the appointing authority may again designate as winners of the competition.
- › Difficult to answer.
- › Other: \_\_\_\_\_ (your answer).

**22. In your opinion, how should the status of civil servants appointed without competition during martial law be regulated?\***

(single choice)

- › Such civil servants should undergo a competition on general terms.
- › Such civil servants may continue civil service without competition on the basis of the results of a performance appraisal.
- › Such civil servants may remain in their positions and continue civil service without competition based on the criterion of actual length of service.
- › Difficult to answer.
- › Other: \_\_\_\_\_ (your answer).

**23. What is your attitude towards allowing civil servants appointed without competitive selection, who have worked for the period defined by law, to continue in civil service without competition by decision of the appointing authority?\***

(single choice)

- › Yes, I support this for positions of all civil service categories.
- › Yes, I support this, but only for category 'A' positions.
- › Yes, I support this, but only for category 'B' positions.
- › Yes, I support this, but only for category 'C' positions.
- › Yes, I support this, but only for category 'B' and 'C' positions.
- › No, I do not support this; all civil servants appointed during martial law should subsequently undergo competitive selection.
- › Difficult to answer.
- › Other: \_\_\_\_\_ (your answer).

**24. In your opinion, how does the discretion of the appointing authority to allow a civil servant appointed during martial law without competition to continue civil service affect the quality of staff selection?**

(optional, single choice)

- › Negatively, because it does not guarantee a fair merit-based appointment.
- › It has no significant impact.
- › It improves quality because it makes it possible to retain valuable and experienced employees.
- › Difficult to answer.
- › Other: \_\_\_\_\_ (your answer).

**25. What is your attitude to the results of competitive selection?\***

*(single choice)*

- › I fully trust them.
- › I rather trust them.
- › I rather do not trust them.
- › I do not trust them at all.
- › Difficult to answer.
- › Other: \_\_\_\_\_ *(your answer)*.

**26. In what way, in your opinion, can the work of the Commission on Senior Civil Service and the competition commissions established by the appointing authority in a public authority be improved?**

*(optional, multiple choice)*

- › Provide training for commission members on tools for assessing candidates' professional competence.
- › Empower them to select one winner of the competition from among the candidates and the next-ranked candidate, who may take up the position if the winner refuses or if the position becomes vacant within one year after the competition.
- › Reduce political influence on commission members.
- › Specify liability for interference in the work of commissions.
- › Difficult to answer.
- › Other: \_\_\_\_\_ *(your answer)*.

**27. What is your attitude to the introduction of an internal competition for category 'B' and 'C' civil service positions, in which civil servants working in the public authority where such competition is announced will be able to participate?\***

*(single choice)*

- › I fully support it.
- › I rather support it.
- › I rather do not support it.
- › I do not support it at all.
- › Difficult to answer.
- › Other: \_\_\_\_\_ *(your answer)*.

**28. What is your attitude to the initiative to give preference to a candidate who has war veteran status when determining the results of the competition, if the candidates with the highest total score have the same level of professional competence?\***

*(single choice)*

- › I fully support it.
- › I rather support it.

- › I rather do not support it.
- › I do not support it at all.
- › Difficult to answer.
- › Other: \_\_\_\_\_ (your answer).

**29. What is your attitude to the initiative to create a candidate reserve from among persons who meet the requirements for professional competence and were included in the overall ranking of candidates for civil service positions during the competition?\***

*(single choice)*

- › I fully support it.
- › I rather support it.
- › I rather do not support it.
- › I do not support it at all.
- › Difficult to answer.
- › Other: \_\_\_\_\_ (your answer).

**30. What is your attitude to the initiative to create a staff reserve from among candidates for category 'B' and 'C' civil service positions who, by decision of the appointing authority, may be appointed without competition to the civil service position for which they competed or to another equivalent or lower position?\***

*(single choice)*

- › I fully support it.
- › I rather support it.
- › I rather do not support it.
- › I do not support it at all.
- › Difficult to answer.
- › Other: \_\_\_\_\_ (your answer).

**31. In your opinion, how will the restoration of competitive selection for civil service positions affect the prestige of the civil service?\***

*(single choice)*

- › It will increase prestige.
- › It will rather increase prestige.
- › Nothing will change.
- › It will rather reduce prestige.
- › It will reduce prestige.
- › Difficult to answer.
- › Other: \_\_\_\_\_ (your answer).

**32. In your opinion, will the adoption of Draft Law No. 13478-1 make it possible to resolve all key problems in staffing of the civil service?**

*(single choice)*

- › Yes.
- › Partially.
- › Nothing will change.
- › I am not familiar with the provisions of the draft law at all.
- › Difficult to answer.
- › Other: \_\_\_\_\_ *(your answer)*.

**33. If you have any additional thoughts on restoring competitions and improving the procedure for entering, serving in or termination of civil service, please share them here.**

*(optional, fill in yourself)*

-----

**34. You may leave your contact details for further cooperation if you wish (for example, to take part in an interview). We guarantee that this information will not be disclosed, and data obtained during interviews will be used only in aggregated form without reference to specific persons.**

*(optional, fill in yourself)*

-----

