Monitoring report

Activity of Parliamentary Committees in 2020: Effectiveness and Interaction with Stakeholders

Institute of Legislative Ideas

Kyiv 2021

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The monitoring report is to present the results of independent public performance monitoring of Verkhovna Rada committees and their interaction with stakeholders during 2020.

The study reflects the performance assessment of each parliamentary committee based on 27 indicators of legislative, supervisory and organizational functions, based on which 14 parliamentary committees have been established. Based on the average performance indicators in 2020, a typical Ukrainian parliamentary committee has been modeled. To provide specific recommendation for improvement, about three thousand documents have been analyzed. A separate appendix provides performance indicators for each of the 23 parliamentary committees in 2020.

The study of the completeness and depth of the interaction of the Verkhovna Rada committees with stakeholders is based on separate data on the activities of the committees and 576 responses and 51 in-depth interviews obtained during the survey of stakeholder representatives and parliamentary committees.

Based on the data obtained, specific recommendations were provided for representatives of parliamentary committees and stakeholders to help improve their interaction. A separate appendix reflects the indicators of completeness and depth of interaction of the 23 parliamentary committees with stakeholders.

We are thankful to the representatives of the committees and the stakeholders for providing information and active participation in the survey.

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Introduction:

The Parliament, as a key body of representative democracy, is entrusted by society with the duty to produce effective policies and serve as a platform for social dialogue. The dialogue component in the work of parliaments is becoming increasingly important due to the emergence of new models of interaction between public authorities and the public in the last decade, which are characterized by a high level of citizen involvement in resolving social problems. An equally important part of the Parliament's activity is ensuring effective legislative work and overseeing the work of the government. For the first time in Ukraine, this monitoring report analyzes both the effectiveness and the interaction of the Verkhovna Rada with the public through a systematic comparison of the activities of parliamentary committees in these two areas.

Since the 19th century, it has become increasingly common to divide parliamentarians into smaller groups to ensure effective law-making and, later, to oversee government activities. The dual nature of parliament is perfectly conveyed by the statement of former US President Woodrow Wilson:

"Congress in session is Congress on public exhibition, whilst Congress in its committee-rooms is Congress at work[1]."

As of April 20, 2021, the Parliament of Ukraine had 420 MPs (out of 450 stipulated by the Constitution of Ukraine)[2]. To ensure effective work of the Parliament and successful implementation of public policies, committees have been established — parliamentary agencies which are formed from members of the Ukrainian Parliament to carry out legislative work, preparation and prior review of issues under the purview of the Parliament of Ukraine, as well as supervisory functions, on separate vectors (Art. 1 of the Law of Ukraine "On Committees of the Verkhovna Rada of Ukraine" (hereinafter the Law)). The lion's share of MPs' work is actually work in committees, since the analysis of agendas of plenary sessions shows that there are almost three times as many days for committee work as for plenary sessions.

There are 23 committees in the Verkhovna Rada of the ninth convocation, each operating relatively autonomously and having its own vector, which significantly determines the nature of its work and workload. The committee consists of members, MPs (5 to 34 people per committee), with the head, deputy head and secretary selected among them.

The link between the committee and the Parliament Staff is the Committee Secretariat (7 to 27 people per committee)[3], subordinate to the committee and to the Parliament Chief of Staff at the same time. The Committee Secretariat plays an important role in committee activities, since it is the secretariat handling organizational, awareness-raising, advisory and methodological work.

In addition to the three statutory functions—legislative, supervisory, and organizational, which are a kind of KPIs (Key Performance Indicators) of committees, there is another equally important indicator. It reflects the interaction of committees with stakeholders, including the public. This is linked to the global trends of the recent decade concerning the development of new models of interaction between the public authorities and the public, which aim to ensure a high level of citizen engagement in resolution of social problems[4]. The activities of the committees have only recently become public. This enabled analysis both by individual citizens and various professional institutions. While before, the public was viewed as a consumer of public services, the current concept suggests that the government should consider stakeholders to be partners[5] and engage them in public affairs as much as possible. This is especially true of the parliament, given its representative nature.

Why is it important to engage stakeholders in the activity of parliamentary committees?

- It promotes a quality policy-making process, since those who are directly impacted by a policy have the most relevant expertise, while MPs' knowledge of certain subjects is limited;м

- It increases the legitimacy and justice of decisions made by the Parliament by taking into consideration the opinions of a broad range of stakeholders;

- Increases the efficiency of decision-making, as relevant stakeholders are involved in decision-making and also support the implementation process;

- This practice is an integral feature of a democratic, developed society.

> Therefore, the analysis of interaction with stakeholders—who has been engaged, at what level and in what aspects of committee activity—became an important part of the study of parliamentary committees' activities alongside with draft laws and oversight.

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1. "Congressional Government", 1889 // Rada for Europe. Alain Delcamp. How to make parliamentary committees more effective?

2. This lower number of MPs is due to the fact that as of the moment of elections, voting in certain electoral districts of Crimea and Sevastopol, as well as in parts of Donetsk and Luhansk oblasts, was impossible.

3. Data as of April 20, 2021.20.04.2021

4. Design Lessons for Smart Governance Infrastructures. Erik W. Johnston, Derek L. Hansen. https://icma.org/sites/default/files/301540_Johnston%20Hansen%20Gov%203%200%20chapter%20final.pdf

5. http://www.iiep.unesco.org/en/open-government-education-clarifying-concepts-and-mapping-initiatives-13372

Research Question

Studies conducted in recent years by both international and Ukrainian organizations have focused on various aspects of the activities of Parliament as a whole or its individual committees. However, as each committee is, in fact, an autonomous body of parliament, their activities and results are not homogeneous. Given the lack of a systematic analysis of the work of the committees, which would include a comparative study of the performance of the three functions and their components, which are required by law, by each committee, the main questions to be answered by this monitoring report are:

🔴 How effective was each parliamentary committee in 2020, both individually and compared to other committees, in the implementation of legislative, supervisory, and organizational functions and their individual components?

🔴 How comprehensive and profound was stakeholder engagement in each parliamentary committee's activity in 2020?

🔴 How to we improve the performance of parliamentary committees in the implementation of legislative, supervisory, and organizational functions and their interaction with stakeholders?

The need for independent monitoring

Foreign parliaments commonly evaluate their own activities. Since the Ukrainian Parliament overall and parliamentary committees individually[1] represent their citizens and are accountable to them, they also need to assess their own work in a constructive, appropriate manner.

At the same time, according to the Declaration on Parliamentary Openness, which the Verkhovna Rada of Ukraine joined in 2016, clause 7, "Parliament shall recognize the right and duty of civil society, media, and the public to monitor parliament and parliamentarians. Parliament shall engage in consultations with the general public and civil society organizations that monitor parliament to encourage effective monitoring and reduce barriers in accessing parliamentary information[2]."

Support to the Ukrainian Parliament with self-assessment of its performance and its improvement in the future is the goal of the parliamentary committee monitoring reflected herein.

Research Uniqueness

The study is unique due to its comprehensive nature. For the first time, we analyzed the activities of all 23 committees of the Verkhovna Rada during 2020, considering the performance indicators for the three main functions of the committees – legislative, supervisory and organizational, while the broad survey of both stakeholders and committee representatives enabled us to study the process of their interaction.

We have analyzed the structure, forms and levels of civic engagement in the implementation of the three main functions, identified general trends that affect the performance of committees and factors that contribute to the establishment of positive cooperation with stakeholders.

The Methodology of Committee Performance Review and the Methodology of Stakeholder Interaction Assessment can be used by the committees for further monitoring and/or self-assessment. The empirical data on performance and interaction with stakeholders can be useful for further research and decision-making aimed at improving the work of the Parliament.

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1. https://www.rada.gov.ua/news/Povidomlennya/124856.html
2. Annex 1 to the Order of the Speaker of the Verkhovna Rada of Ukraine of February 5, 2016, No. 47.

Research Methodology

In project implementation, we made use of the main methods of analytical research. About three thousand documents, meeting minutes, transcripts, plans and reports of committees have been analyzed, publicly available information on the work of each committee has been studied, and over 200 information requests have been filed.

In addition, the survey method has been used (questionnaire and in-depth interview), with up to 600 responses to detailed questionnaires obtained both from stakeholders and Parliament representatives; in-depth interviews with 50 of them have been conducted to receive objective factual information on certain aspects of their interaction.

Information which served as the empirical basis of the study was collected in two stages:

🔸 At the first stage, all publicly available information on the activity of each committee was analyzed. Regarding information that is not publicly available (for example, on the analysis of law application, stakeholders involved by the committee, etc.) and to clarify the data already processed, we filed requests to committee members and their secretariats for access to public information, and informal interaction was established with some. The committees had an opportunity to see the preliminary performance results in order to provide updated information on certain performance indicators.

🔸 At the second stage, we studied the interaction of each committee with stakeholders. Through analysis of publicly available information and responses to information requests, we identified stakeholders and formed the database. We sent questionnaires to the identified stakeholders and asked some of them for follow-up in-depth interviews.

Interviews were also conducted with committee representatives—the leadership of secretariats and heads of committees. The survey results served as the foundation of in-depth analysis of stakeholder engagement in committee activity.

Analysis of committees' performance of their main functions and stakeholder engagement in the implementation of these functions helped to identify specific recommendations for committees to improve their performance and interaction with stakeholders, as well as for stakeholders on establishing cooperation with committees.

Structure of the Monitoring Report

This report consists of two interrelated parts:

🔸 The first part concerns performance assessment of Verkhovna Rada committees in 2020. It contains generalized results of performance assessment, which enable objective comparison of the committees based on various indicators. A typical committee of the Ukrainian Parliament has been modeled based on the average performance indicators in 2020, which helps to compare each committee's indicators with the average scores and thus identify strengths and weaknesses. Analysis of the nature of committees' work and their implementation of the legislative, supervisory, and organizational functions serves to form specific recommendations to improve committee performance. Performance indicators for each of the 23 parliamentary committees in 2020 are provided in Appendix 1.

🔸 The second part is dedicated to stakeholder engagement in parliamentary committees' activity in 2020. It contains generalized research results concerning stakeholder engagement in parliamentary committees, as well as whether such engagement is comprehensive and profound. The situation with engagement of higher educational establishments and research institutions in the activity of parliamentary committees in 2020 is described additionally. The engagement analysis serves to form specific recommendations for committee representatives and stakeholders in order to improve their interaction. The indicators of completeness and depth of interaction of the 23 parliamentary committees with stakeholders in 2020 are provided in Appendix 2.

1. Performance Assessment of Parliamentary Committees in Terms of Their Legislative, Supervisory and Organizational Functions in 2020

In this section, we will describe how the work of Verkhovna Rada committees is monitored specifically, what has been monitored and how, what methodology was used. We will also dwell on the generalized performance results of the committees.

1.1. Analytical Framework

1.1.1. Parliamentary Committees and Their Functions

The Ukrainian parliament of the ninth convocation is different from the previous ones. After the recent elections, over 80% of its members are new[1],

with the highest representation of women (21%) and young people (44% are between 35 and 45) in history[2]. The number of committees was reduced from 27 to 23, and the sectors under their purview have partially changed.

This monitoring covers the activity of Verkhovna Rada committees which have different compositions as of 2020, from the number of MPs to secretariat staff. The low performance of committees is often attributed to the inability of the committee secretariat to cope with the excessive workload. Therefore, to make the evaluation objective, we included the ratio between secretariat staff and committee members for each of the committees. Only in eight committees does the number of secretariat employees exceed the number of committee members.

1. https://parlament.org.ua/2019/07/23/verhovna-rada-novih-oblich/
2. http://w1.c1.rada.gov.ua/pls/site2/p_deputat_list (дані станом на 20.04.2021)

Balance of committee composition: MPs / secretariat

	Secretariat employees to committee members ratio	Number of committee members	Number of secretariat employees
Committee on Social Policy and Protection of Veterans' Rights	222.2	9	20
Committee on Economic Development	143.7	16	23
Committee on Freedom of Speech	140	5	7
Committee on Rules of Procedure, Parliamentary Ethics and Administration of Verkhovna Rada's Work	136.3	11	15
Committee on Ukraine's Integration into the European Union	133.3	9	12
Committee on Digital Transformation	120	10	12
Committee on Youth and Sports	114.3	7	8
Committee on Humanitarian and Information Policy	105.8	17	18
Committee on Legal Policy	90.9	22	20
Committee on State Building, Local Governance, Regional and Urban Development	88.9	27	24
Committee on State Building, Local Governance, Regional and Urban Development	85.7	14	12

Committee on Education, Science and Innovations	83.3	12	10
Committee on Environmental Policy and Nature Management	82.3	17	14
Committee on Budget	79.4	34	27
Committee on National Security, Defence and Intelligence	76.5	17	13
Committee on Human Rights, Deoccupation and Reintegration of Temporarily Occupied Territories in Donetsk, Luhansk Regions and Autonomous Republic of Crimea, National Minorities and Interethnic Relations	75	16	12
Committee on Public Health, Medical Assistance and Medical Insurance	73.3	15	11
Committee on Anti-Corruption Policy	72.2	18	13
Committee on Energy, Housing and Utilities Services	70.8	24	17
Committee on Finance, Taxation and Customs Policy	64.7	34	22
Committee on Law Enforcement	64	25	16
Committee on Agrarian and Land Policy	58.6	29	17
Committee on Transport and Infrastructure	54.5	22	12

Performance results of a Verkhovna Rada committee should be understood as the total results of its implementation of the 11 components of the legislative function, 9 components of the supervisory function, and 7 components of the organizational function, in 2020. These components have been singled out based on the Law of Ukraine "On Committees of the Verkhovna Rada of Ukraine" No. 116/95-BP of 04.04.1995 (hereinafter the Law) which regulates committee activity and stipulates that Verkhovna Rada committees carry out legislative, organizational and supervisory functions. The law clarifies the meaning of each function. Quantitative and / or qualitative indicators have been developed for each component.

Legislative
40,7%

Organizational
25,9%

33,3%
Supervisory

Functions of Verkhovna Rada committees
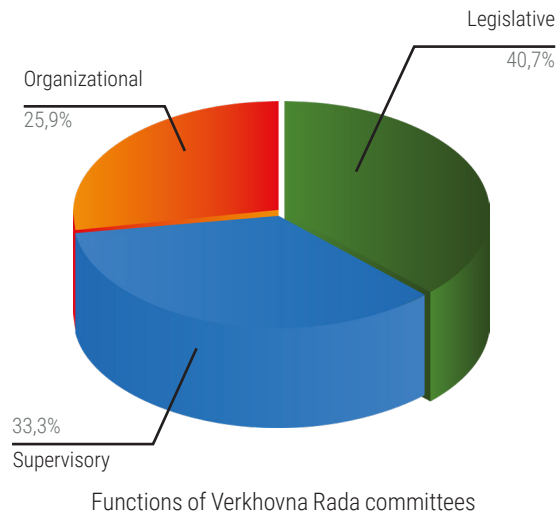
● As the Verkhovna Rada is the only legislative agency, the legislative function is the clearest and most natural for committees. This function also takes up the majority of resources. The legislative function consists in developing draft laws, their preliminary consideration, preparing opinions and proposals concerning draft laws, improvement of certain draft laws based on their consideration in the first or subsequent readings, preliminary consideration and drafting opinions and proposals concerning draft national programs or strategies.

● A less developed and popular, though just as important, function is supervisory, which empowers Verkhovna Rada committees to carry out parliamentary oversight of the executive branch. This control serves to achieve targeted, effective implementation of legislation, makes governmental policy open to society's needs, and helps identify ineffective laws and develop ways to amend them.

The supervisory function of committees consists in the analysis of law application in the activity of public authorities, their officials, participation in the "question time to the Cabinet," control over budget spending in aspects under their purview to ensure expediency, efficiency and effectiveness of public spending as prescribed by the law, preparing and filing requests with the President of Ukraine on behalf of the committee in accordance with the Constitution of Ukraine, Art. 85, part 1, clause 34, interaction with the Accounting Chamber, interaction with the Parliament Commissioner for Human Rights, sending materials to Parliament agencies and their officials for response, consideration of reports and information provided by public agencies and officials.

In general, parliamentary oversight can be divided into direct, when supervisory action is taken directly by the committee (for instance, when reports of public agencies are considered), and indirect, which takes place via the Accounting Chamber and the Ombudsman.

● The organizational function plays an "auxiliary" role and serves to create the required conditions for effective activity of committees, implementation of their legislative and supervisory functions, as well as exercise of the constituent and representative powers of the Parliament. The organizational function includes planning the work of the committee; organization of hearings, discussion of candidacies of officials who are elected, appointed, and approved by the Verkhovna Rada of Ukraine in accordance with the Constitution of Ukraine or whose appointment is approved by the Parliament, consideration of appeals received by the committee in the prescribed manner; participation in interparliamentary activities, interaction with international organizations, preparation of written reports on the results of their activities.

Attribution of committee powers to a certain function is provisional. For instance, organization and conducting of parliamentary and committee hearings can be attributed both to the organizational and supervisory functions, according to the Law. Some powers are general in nature and describe the work of the committee in general (for example, preparation of issues to be considered by the Verkhovna Rada of Ukraine, which is classified by law as part of the organizational function). Committee powers to participate in conducting "question time to the Cabinet" as part of the supervisory function manifests itself in practice as activity of individual MPs who prepare such questions at their own initiative[1].

There are also a number of specific powers of individual committees. For example, the Committee on National Security, Defense and Intelligence is responsible for overseeing the activities of special services with law enforcement powers, law enforcement agencies, special purpose law enforcement

1. All these inconsistencies show the need to improve provisions of the Law which are currently over a quarter century old and align them with the current practice of parliamentary committee activity.

agencies, and intelligence agencies. The Committee on Anti-Corruption Policy has the power of anti-corruption examination of regulatory acts. The Committee on Ukraine's Integration into the European Union can assess whether draft laws comply with Ukraine's international legal commitments on European integration and coordinates technical assistance programs of the European Union (EU) to the Verkhovna Rada of Ukraine. The Committee on Budget verifies all draft laws registered in the Parliament (apart from those where it is the designated committee) for their impact on the budget indicators and compliance with laws regulating budget relations. Committee on Rules of Procedure, Parliamentary Ethics and Administration of Verkhovna Rada's Work also has certain special powers. In particular, this committee oversees MPs' compliance with rules of conduct and ethical standards at the plenary meeting of the Verkhovna Rada, organization of the Parliament's work and control over the performance of its stuff concerning support to the activities of the Verkhovna Rada and its agencies.

1.1.2. Performance Assessment Methods

To select the focus areas of Verkhovna Rada committees under monitoring, we used the aforementioned Law which explains the content of each of committee functions and indicates their components.

In addition to the three functions, we have studied the quality of committee reports published based on the results of their activity after every session. Although the Law attributes this activity to the organizational function, we believe it necessary to view reporting separately, since it indicates how well this or that committee communicates its work to external entities, whether it treats reporting in a purely formal manner and whether it carries out reporting in the first place. Moreover, the activity report is one of the very few sources informing the big picture on the committee performance over the session period.

Data on the performance of each component of the three functions has been obtained by analyzing minutes and transcripts of meetings, activity reports (on sessions and on the implementation of the Legislative Activity Plan of the Verkhovna Rada for 2020), responses to appeals and requests for access to public information filed with the committees, the Verkhovna Rada, the Accounting Chamber, the Commissioner for Human Rights, other entities and organizations. In addition, news, announcements, and other information available on the websites of committees and the Parliament have been analyzed. In case of discrepancies, clarifications were made in consultation with the committees and their secretariats. Priority was given to data received from committees in response to official information requests.

Thus, the activities of each of the 23 committees of the Verkhovna Rada were analyzed in terms of the implementation of the legislative, organizational and supervisory functions based on the following indicators:

Legislative function

● **Development of unique draft laws by MPs who are part of the committee.**

This indicator assesses how active the committee and its members are in the development of draft laws in their relevant sector. Using advanced search of draft laws on the Verkhovna Rada website, we have calculated the number of draft laws registered in 2020 and developed by each committee members in the relevant sector. Since most draft laws are co-authored, we have summarized this information and only taken into account draft laws registered under different numbers, i.e. unique.

● **The share of considered draft laws filed with committees where they were appointed designated committees.**

This indicator shows the percentage of consideration of draft laws that the committee had to consider as the designated one before the first reading. Using advanced search of draft laws on the Verkhovna Rada website, we have calculated the number of draft laws remaining unconsidered by the committee since 2019, and the number of draft laws received by the committee as the designated one before December 2020 (since the committee has 30 days to provide its opinion). By comparing the two numbers, we have calculated the percentage of draft laws which have obtained the opinion of their designated committee. This indicator makes it possible to assess how the committee handles the processing of draft laws submitted to it for consideration as the designated committee.

● **The number of draft laws prepared by the committee for the second reading.**

This indicator is based on the number of opinions on draft laws prepared for the second reading prepared by the committee.

● **The number of opinions on draft laws provided by the committee as the designated committee.**

If the draft law is directly under the purview of the committee and was "assigned" to the relevant committee during registration, this committee is considered the designated one when the draft law is processed.

● **The number of opinions on draft laws provided by the committee to the designated committees.**

If the committee is not appointed as the designated committee, it may still provide its opinion to the designated committee at its own initiative or at the request of the designated committee. In calculating this category of opinions, the special nature of three committees was taken into account, namely: Committee on Budget, the Committee on Anti-Corruption Policy and the Committee on Ukraine's Integration into the European Union, which are obliged to provide opinions on all registered bills to the designated committees, which significantly increases the number of their opinions and therefore makes comparison with other committees irrelevant.

● **Number of draft laws processed by the committee in 2020 as the designated committee (before the first and/or second reading) which were passed into law in 2020.**

This indicator reflects how much of a priority the draft laws for which this committee is the designated one are in the Verkhovna Rada. Using advanced search of draft laws on the Verkhovna Rada website, we identified the number of draft laws with an opinion of the committee as the designated committee (before the first and/or second reading) which were passed in 2020. After that, the share of such draft laws among those considered by the committee as the designated one was calculated.

● **Workload on committee members and the employees of its secretariat.**

Using advanced search of draft laws on the Verkhovna Rada, we have identified the total number of draft laws filed for committee consideration in 2020 and divided the number by the number of MPs on the committee and the number of employees in the committee secretariat. The indicator helps to estimate how many draft laws per year on average are processed by one committee member and one secretariat employee.

● **Situation with committee plans for sessions 3 and 4 concerning provided opinions on draft laws.**

Committees plan their work session by session, including work on draft laws, identifying the number of draft laws which the committee plans to consider as the designated one and the number of draft laws to be considered by the committee in addition. Using information on the number of such opinions in 2020 and committee plans, we calculated the percentage of plan implementation in 2020. This indicator makes it possible to assess the extent to which the plans approved by the committees are realistic to implement and how the committee implements them.

● **The situation with the implementation of the Legislative Activity Plan of the Verkhovna Rada of Ukraine for 2020.**

On June 16, 2020, the Parliament passed the resolution "On the Legislative Activity Plan of the Verkhovna Rada of Ukraine for 2020," which defines the list of priority draft laws for each committee to be developed and filed with the Verkhovna Rada. Using the responses to information requests with committee reports on the implementation of said plan, we were able to assess the percentage of plan implementation. Draft laws fully registered and processed by the committee (when there is a committee opinion) are considered "fully implemented," draft laws which have been registered but not yet processed by the committee "partially implemented." Analysis of plan implementation enables not only to assess the implementation itself, but also identify the reasons for failures, which differ between committees.

● **The number of working groups created to implement the legislative function.**

Creating working groups in order to develop / improve draft laws is a widespread practice. We summarized information on the number of official working groups established to implement the legislative function, as well as their performance results.

● **Number of national programs/strategies processed by the committee.**

One of the components of committees' legislative function is preliminary consideration and drafting opinions and proposals concerning national programs/strategies. We analyzed which committees processed national programs/strategies in 2020 and which ones did not do this.

Supervisory function

The number of working groups created to implement the supervisory function

We have analyzed which committees established official working groups within the framework of parliamentary oversight. Working groups set up to implement legislative or organizational functions were not taken into account for this particular point.

Consideration of reports and information from public agencies and officials

We analyzed which committees considered and heard reports and information from public agencies and officials in the implementation of their supervisory function. The number of reports and the amount of information considered by each committee were identified, with data on speakers and subjects.

Interaction with the Accounting Chamber

We investigated which committees interacted with the Accounting Chamber in 2020 and in what form such interaction took place—hearing reports, initiating an audit of budget spending; receiving proposals for draft laws, etc.

Interaction with the Parliament Commissioner for Human Rights.

We studied which committees interacted with the Parliament Commissioner for Human Rights in 2020, in particular, which ones addressed the Ombudsman, received information, obtained proposals to draft laws, etc.e

Requests to the Cabinet of Ministers of Ukraine

We studied which committees filed requests with the Cabinet of Ministers of Ukraine in 2020.

Requests to the President of Ukraine

We studied which committees filed requests with the President of Ukraine in 2020.

Interaction with public agencies, institutions and organizations

We studied with which agencies, institutions and organizations each committee interacted most often in the implementation of its supervisory function.

Sending materials for response to Parliament agencies, public agencies and their officials.

We found which committees sent materials for response to Parliament agencies, public agencies, and their officials in 2020, and the number of such materials.

Analysis of law application in the activity of public agencies local self-government agencies, their officials

We studied which committees carried out analysis of law application in the activity of public agencies, local self-government agencies, and their officials in 2020, and for which laws this analysis was conducted.

Organizational function

● **The number of meetings held by the committee in 2020**

This indicator reflects the number of meetings at which issues were considered as part of all committee activities, including legislative, supervisory and organizational functions.

● **The number of working groups created to implement the organizational function**

We have analyzed which committees established official working groups to implement organizational activity. Working groups established to implement the legislative and supervisory functions were not taken into account.

● **The number of conducted parliamentary hearings**

The activity of committees on the organization and holding of parliamentary hearings in 2020 was assessed. Considering the quarantine restrictions in effect during the year and having studied the information from committee websites as well as responses to information requests, we established which committees managed to hold hearings before quarantine restrictions were introduced, which ones planned to held parliamentary hearings or did not plan to hold parliamentary hearings in 2020.

● The number of conducted committee hearings

It was studied which committees held committee hearings in 2020 and how many times, and whether they resulted in relevant recommendations.

● Participation of committees in appointment, dismissal, approval and consent to the appointment of officials

We analyzed which committees participated in appointment, dismissal, approval and consent to the appointment of officials within the committee organizational activity. The number of candidates for positions in the relevant state bodies considered by each committee is summarized, reflecting the specific position and the results of consideration of the issue by the Parliament.

● Number of appeals received by the committee

This indicator reflects how actively citizens, enterprises, institutions or organizations sent appeals to the committee in 2020.

● Interaction of committees with international organizations

We analyzed which committees interacted with international organizations in 2020 and which ones.

Quality of Committee Reporting

We assessed the quality of the reports of the committees for the 3rd and 4th sessions of the IX convocation based on three indicators: correct placement, timeliness of publication, completeness.

1. Correct placement of reports reflects their location in public space, the form and name of the document, which stipulate its accessibility and ease of search for those who are interested in finding it. According to the Regulation of Parliament Web Resources, primary information resources of the parliamentary committee website include, among other things, committee reports. Each report of the committee should be posted on the committee's website and appropriately entitled Report, as opposed to any other name, such as "Information on Committee Activity."

2. Timelines of publication indicates whether the reports were published in due time or with a significant delay, since under the Law, the report must be approved at the end of each session, i.e. by the end of February 2020 for the 3rd session report and by the end of July 2020 for the 4th session report.

3. Completeness of reports means that the report should reflect information on the committee performance based on the following functional components:

🔴 **legislative:**
information on:
- opinions on draft laws provided by the committee as the designated committee;
- opinions on draft laws provided by the committee to the designated committees;
- adopted laws.

🔴 **organizational:**
information on:
- the number of meetings;
- conducted committee and parliamentary hearings;
- other conducted events, such as public discussions, round tables, conferences;
- working groups functioning within the committee;
- the number of provided decisions, recommendations, clarifications, opinions;
- appeals received by the committee
- candidates for positions in the relevant state bodies considered by each committee;
- inter-parliamentary activities and interaction with international partners.

🔴 **supervisory:**
information on:
- analysis of law application practice;
- control over budget execution;
- sending materials for response.

Each committee report has been assessed based on the three above function, with 1 point awarded for information on each of the above components. Thus, the maximum score for completeness constitutes 14 points. It should be noted that the point was awarded both for information on the activity carried out by the committee and for indication that the committee conducted no such activity in the review period. All points scored for each report are converted into percentages, which indicate how complete the report is.

Components to assess completeness were developed based on the most complete published committee report. That is, the assessment was based on reality rather than ideas about the "perfect" completeness of committee reports.

Research Limitations

To assess the performance of all Verkhovna Rada committees, we took into consideration only those function components which can be assessed in the quantitative or qualitative manner or at least in terms of whether they have been implemented or not. Therefore, for instance, we did not evaluate the committees' work on covering their activity in the media as part of the organizational function, or summarizing remarks and proposals to draft laws as part of the legislative function.

At the same time, we would like to emphasize that some of the indicators we studied are a purely quantitative reflection of a particular activity, not indicative of its quality (for example, the number of unique draft laws developed by MPs on the committee). Thus, when evaluating any committee, we need to look at the big picture.

One of the challenges we faced in analyzing the study of committee performance was the different level of committees' openness to collaboration with researchers. We regularly communicated with representatives of each committee and their secretariats to obtain necessary information that is not publicly accessible, clarify certain facts, etc.

In general, the committees' willingness to cooperate was rather uneven, which may be explained by the significant workload of committees and their secretariats, particularly considering quarantine restrictions. However, almost all committees provided the necessary information, some did so formally, some provided a more full and comprehensive response, and almost all committees were ready for some level of communication. Only 1 committee1 refused to interact in any way, facilitate the research and provide any information.

The following committees were the most open to cooperation with the researchers:

- Committee on Agrarian and Land Policy;
- Committee on Anti-Corruption Policy;
- Committee on Budget;
- Committee on Ukraine's Integration into the European Union;
- Committee on Youth and Sports;
- Committee on the Organization of State Authority, Local Self-Government, Regional Development and Urban Planning;
- Committee on Digital Transformation.

1.2. Generalized Results of Performance Assessment

Having analyzed the performance of each Verkhovna Rada committee in 2020, we can provide some generalized results based on certain quantitative indicators of activity, which enable an objective comparison of all or most committees.

Ranking of Verkhovna Rada committees based on unique draft laws registered by committee members:

Committee on Finance, Taxation and Customs Policy — **199**

Committee on Social Policy and Protection of Veterans' Rights — **121**

Committee on Law Enforcement — **91**

Committee on Budget — **69**

Committee on Economic Development — **48**

Committee on Legal Policy — **47**

Committee on Anti-Corruption Policy — **44**

Committee on State Building, Local Governance, Regional and Urban Development — **44**

Committee on Energy, Housing and Utilities Services — **32**

Committee on Public Health, Medical Assistance and Medical Insurance — **21**

Committee on Education, Science and Innovations — **21**

Committee on Agrarian and Land Policy — **20**

Committee on Humanitarian and Information Policy — **19**

Committee on Rules of Procedure, Parliamentary Ethics and Administration of Verkhovna Rada's Work — **17**

Committee on Environmental Policy and Nature Management — **15**

Committee on Transport and Infrastructure — **11**

Committee on Youth and Sports — **9**

Committee on Human Rights, Deoccupation and Reintegration of Temporarily Occupied Territories in Donetsk, Luhansk Regions and Autonomous Republic of Crimea, National Minorities and Interethnic Relations — **9**

Committee on Digital Transformation — **9**

Committee on National Security, Defence and Intelligence — **6**

Committee on Foreign Policy and Inter-Parliamentary Cooperation — **0**

Committee on Ukraine's Integration into the European Union — **0**

Committee on Freedom of Speech — **0**

Ranking of Verkhovna Rada committees based on the number of issued opinions as the designated committee

Committee on Law Enforcement — **186**

Committee on Legal Policy — **122**

Committee on Social Policy and Protection of Veterans' Rights — **81**

Committee on Economic Development — **76**

Committee on Humanitarian and Information Policy — **74**

Committee on Finance, Taxation and Customs Policy — **61**

Committee on Rules of Procedure, Parliamentary Ethics and Administration of Verkhovna Rada's Work — **56**

Committee on Public Health, Medical Assistance and Medical Insurance — **54**

Committee on State Building, Local Governance, Regional and Urban Development — **54**

Committee on Budget — **49**

Committee on Education, Science and Innovations — **49**

Committee on Environmental Policy and Nature Management — **48**

Committee on Foreign Policy and Inter-Parliamentary Cooperation — **42**

Committee on National Security, Defence and Intelligence — **30**

Committee on Transport and Infrastructure — **30**

Committee on Agrarian and Land Policy — **29**

Committee on Human Rights, Deoccupation and Reintegration of Temporarily Occupied Territories in Donetsk, Luhansk Regions and Autonomous Republic of Crimea, National Minorities and Interethnic Relations — **28**

Committee on Ukraine's Integration into the European Union — **23**

Committee on Anti-Corruption Policy — **21**

Committee on Digital Transformation — **18**

Committee on Energy, Housing and Utilities Services — **16**

Committee on Youth and Sports — **10**

Committee on Freedom of Speech — **0**

Ranking of Verkhovna Rada committees based on the number of draft laws they were supposed to consideras designated in 2020 and the share of completion

Committee on Humanitarian and Information Policy — **100%** (69)

Committee on Public Health, Medical Assistance and Medical Insurance — **100%** (52)

Committee on Rules of Procedure, Parliamentary Ethics and Administration of Verkhovna Rada's Work — **100%** (47)

Committee on Digital Transformation — **100%** (12)

Committee on Environmental Policy and Nature Management — **98%** (49)

Committee on Education, Science and Innovations — **96%** (51)

Committee on Legal Policy — **95%** (128)

Committee on Foreign Policy and Inter-Parliamentary Cooperation — **91%** (46)

Committee on Ukraine's Integration into the European Union — **85%** (27)

Committee on Youth and Sports — **77%** (13)

Committee on Law Enforcement — **71%** (261)

Committee on Agrarian and Land Policy — **69%** (42)

Committee on Human Rights, Deoccupation and Reintegration of Temporarily Occupied Territories in Donetsk, Luhansk Regions and Autonomous Republic of Crimea, National Minorities and Interethnic Relations — **64%** (28)

Committee on Transport and Infrastructure — **63%** (48)

Committee on National Security, Defence and Intelligence — **58%** (51)

Committee on Economic Development — **50%** (153)

Committee on State Building, Local Governance, Regional and Urban Development — **44%** (123)

Committee on Social Policy and Protection of Veterans' Rights — **40%** (201)

Committee on Anti-Corruption Policy — **31%** (68)

Committee on Budget — **26%** (185)

Committee on Energy, Housing and Utilities Services — **21%** (76)

Committee on Finance, Taxation and Customs Policy — **15%** (410)

Committee on Freedom of Speech — **0%** (0)

Ranking of Verkhovna Rada committees based on the number of opinions on draft laws provided by the committee to designated committees

Committee	Value
Committee on Budget	1399
Committee on Ukraine's Integration into the European Union	978
Committee on Anti-Corruption Policy	351
Committee on Environmental Policy and Nature Management	138
Committee on Education, Science and Innovations	84
Committee on Social Policy and Protection of Veterans' Rights	80
Committee on Humanitarian and Information Policy	63
Committee on Digital Transformation	59
Committee on Transport and Infrastructure	41
Committee on Youth and Sports	40
Committee on Legal Policy	30
Committee on Human Rights, Deoccupation and Reintegration of Temporarily Occupied Territories in Donetsk, Luhansk Regions and Autonomous Republic of Crimea, National Minorities and Interethnic Relations	27

Committee	Value
Committee on Freedom of Speech	21
Committee on Public Health, Medical Assistance and Medical Insurance	13
Committee on National Security, Defence and Intelligence	12
Committee on Law Enforcement	12
Committee on Rules of Procedure, Parliamentary Ethics and Administration of Verkhovna Rada's Work	10
Committee on Agrarian and Land Policy	10
Committee on Economic Development	5
Committee on Energy, Housing and Utilities Services	4
Committee on State Building, Local Governance, Regional and Urban Development	3
Committee on Foreign Policy and Inter-Parliamentary Cooperation	1
Committee on Finance, Taxation and Customs Policy	0

Ranking of Verkhovna Rada committees based on the number of draft laws prepared by the committee for the second reading

Committee on Economic Development — 25

Committee on Law Enforcement — 25

Committee on Finance, Taxation and Customs Policy — 23

Committee on State Building, Local Governance, Regional and Urban Development — 15

Committee on Agrarian and Land Policy — 14

Committee on Environmental Policy and Nature Management — 12

Committee on Education, Science and Innovations — 11

Committee on Humanitarian and Information Policy — 10

Committee on Social Policy and Protection of Veterans' Rights — 9

Committee on Budget — 8

Committee on Energy, Housing and Utilities Services — 8

Committee on Legal Policy — 8

Committee on Public Health, Medical Assistance and Medical Insurance — 7

Committee on Human Rights, Deoccupation and Reintegration of Temporarily Occupied Territories in Donetsk, Luhansk Regions and Autonomous Republic of Crimea, National Minorities and Interethnic Relations — 6

Committee on National Security, Defence and Intelligence — 6

Committee on Rules of Procedure, Parliamentary Ethics and Administration of Verkhovna Rada's Work — 6

Committee on Anti-Corruption Policy — 4

Committee on Digital Transformation — 3

Committee on Youth and Sports — 1

Committee on Transport and Infrastructure — 1

Committee on Foreign Policy and Inter-Parliamentary Cooperation — 0

Committee on Ukraine's Integration into the European Union — 0

Committee on Freedom of Speech — 0

Ranking of Verkhovna Rada committees based on the number and share of draft laws processed in 2020 which were passed into law in 2020

Committee on Foreign Policy and Inter-Parliamentary Cooperation — **88%** (37)

Committee on Ukraine's Integration into the European Union — **70%** (16)

Committee on Budget — **51%** (25)

Committee on Finance, Taxation and Customs Policy — **44%** (27)

Committee on Energy, Housing and Utilities Services — **31%** (5)

Committee on Public Health, Medical Assistance and Medical Insurance — **30%** (16)

Committee on National Security, Defence and Intelligence — **30%** (9)

Committee on Anti-Corruption Policy — **29%** (6)

Committee on Agrarian and Land Policy — **28%** (8)

Committee on Economic Development — **22%** (17)

Committee on State Building, Local Governance, Regional and Urban Development — **22%** (12)

Committee on Rules of Procedure, Parliamentary Ethics and Administration of Verkhovna Rada's Work — **16%** (9)

Committee on Humanitarian and Information Policy — **12%** (9)

Committee on Human Rights, Deoccupation and Reintegration of Temporarily Occupied Territories in Donetsk, Luhansk Regions and Autonomous Republic of Crimea, National Minorities and Interethnic Relations — **11%** (3)

Committee on Digital Transformation — **11%** (2)

Committee on Education, Science and Innovations — **10%** (5)

Committee on Youth and Sports — **10%** (1)

Committee on Law Enforcement — **9%** (16)

Committee on Legal Policy — **7%** (8)

Committee on Transport and Infrastructure — **7%** (2)

Committee on Social Policy and Protection of Veterans' Rights — **6%** (5)

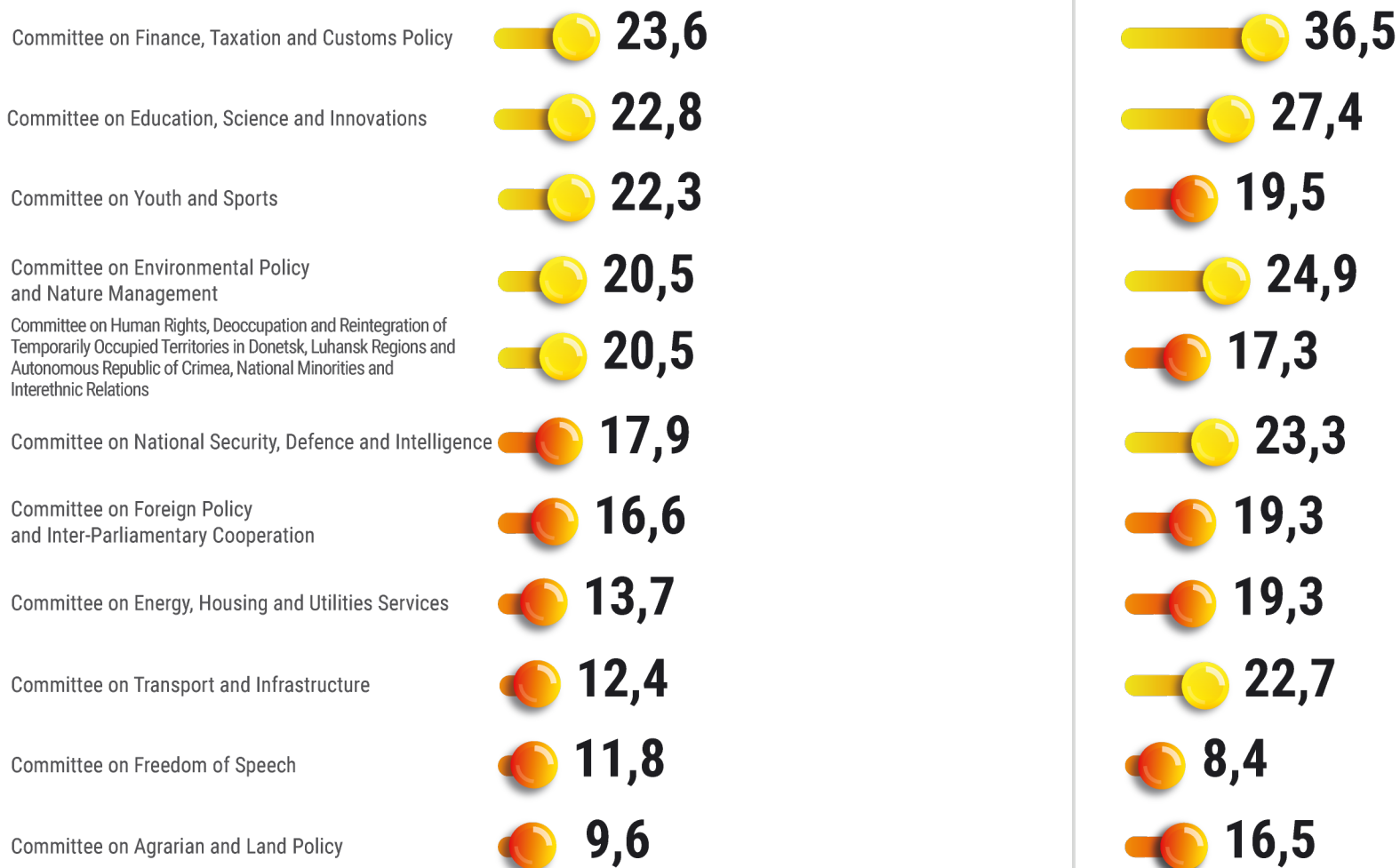Committee on Environmental Policy and Nature Management — **4%** (2)

Committee on Freedom of Speech — **0%** (0)

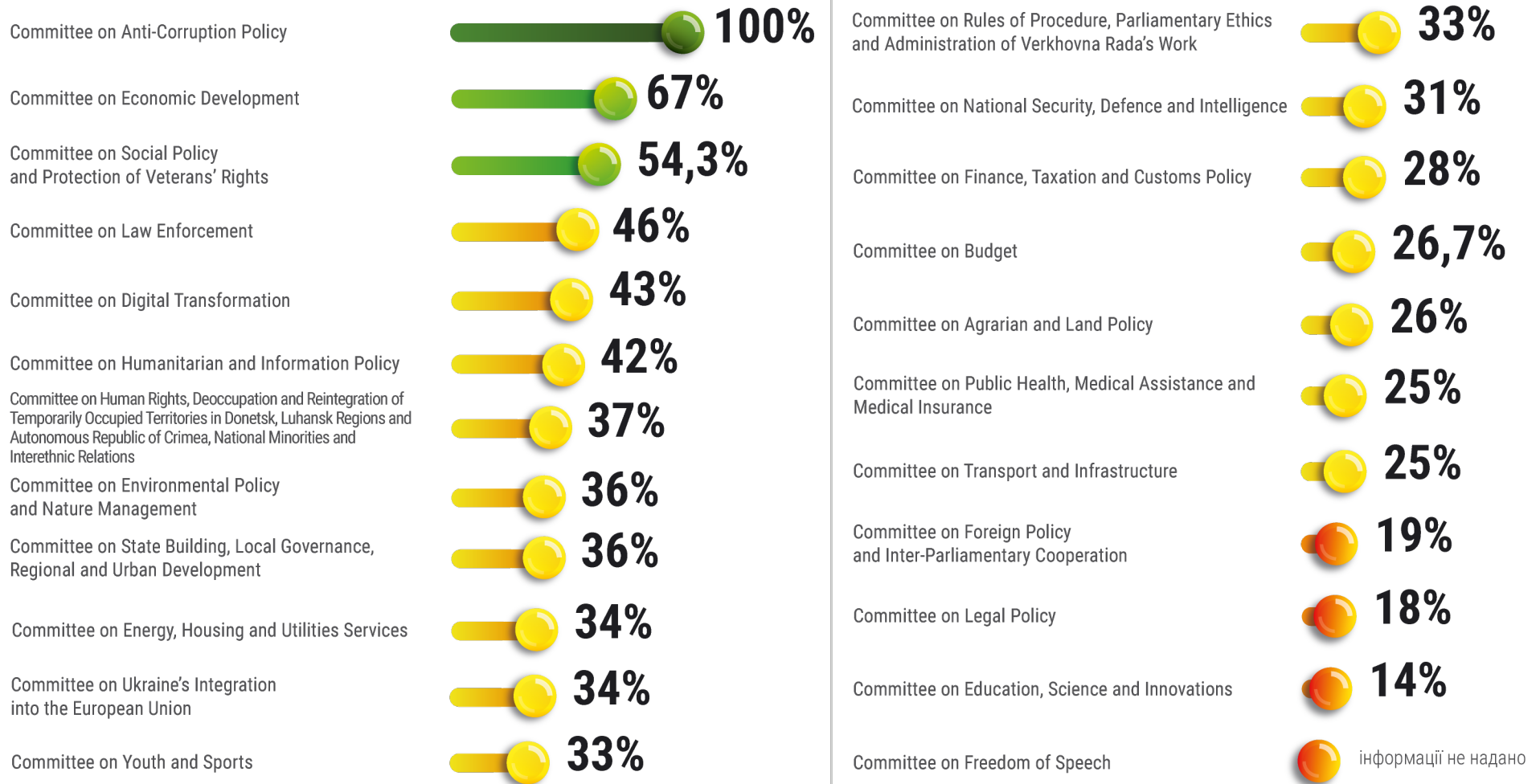## Ranking of Verkhovna Rada committees based on the number of legislative acts per committee member and per secretariat employee in 2020

Committee	Per member	Per secretariat employee
Committee on Ukraine's Integration into the European Union	267,2	200,4
Committee on Anti-Corruption Policy	150	207,7
Committee on Budget	78,7	99
Committee on Social Policy and Protection of Veterans' Rights	77,3	34,8
Committee on Economic Development	54,6	38
Committee on Legal Policy	43,9	48,2
Committee on Law Enforcement	34,2	54,5
Committee on State Building, Local Governance, Regional and Urban Development	28	31,5
Committee on Public Health, Medical Assistance and Medical Insurance	26,8	36,5
Committee on Rules of Procedure, Parliamentary Ethics and Administration of Verkhovna Rada's Work	26,2	19,2
Committee on Digital Transformation	25	30,1
Committee on Humanitarian and Information Policy	24,3	23

Committee on Finance, Taxation and Customs Policy — **23,6** | **36,5**

Committee on Education, Science and Innovations — **22,8** | **27,4**

Committee on Youth and Sports — **22,3** | **19,5**

Committee on Environmental Policy and Nature Management — **20,5** | **24,9**

Committee on Human Rights, Deoccupation and Reintegration of Temporarily Occupied Territories in Donetsk, Luhansk Regions and Autonomous Republic of Crimea, National Minorities and Interethnic Relations — **20,5** | **17,3**

Committee on National Security, Defence and Intelligence — **17,9** | **23,3**

Committee on Foreign Policy and Inter-Parliamentary Cooperation — **16,6** | **19,3**

Committee on Energy, Housing and Utilities Services — **13,7** | **19,3**

Committee on Transport and Infrastructure — **12,4** | **22,7**

Committee on Freedom of Speech — **11,8** | **8,4**

Committee on Agrarian and Land Policy — **9,6** | **16,5**

Ranking of Verkhovna Rada committees based on the share of completed work on the Legislative Activity Planof the Verkhovna Rada of Ukraine for 2020:

Committee on Anti-Corruption Policy — **100%**

Committee on Economic Development — **67%**

Committee on Social Policy and Protection of Veterans' Rights — **54,3%**

Committee on Law Enforcement — **46%**

Committee on Digital Transformation — **43%**

Committee on Humanitarian and Information Policy — **42%**

Committee on Human Rights, Deoccupation and Reintegration of Temporarily Occupied Territories in Donetsk, Luhansk Regions and Autonomous Republic of Crimea, National Minorities and Interethnic Relations — **37%**

Committee on Environmental Policy and Nature Management — **36%**

Committee on State Building, Local Governance, Regional and Urban Development — **36%**

Committee on Energy, Housing and Utilities Services — **34%**

Committee on Ukraine's Integration into the European Union — **34%**

Committee on Youth and Sports — **33%**

Committee on Rules of Procedure, Parliamentary Ethics and Administration of Verkhovna Rada's Work — **33%**

Committee on National Security, Defence and Intelligence — **31%**

Committee on Finance, Taxation and Customs Policy — **28%**

Committee on Budget — **26,7%**

Committee on Agrarian and Land Policy — **26%**

Committee on Public Health, Medical Assistance and Medical Insurance — **25%**

Committee on Transport and Infrastructure — **25%**

Committee on Foreign Policy and Inter-Parliamentary Cooperation — **19%**

Committee on Legal Policy — **18%**

Committee on Education, Science and Innovations — **14%**

Committee on Freedom of Speech — інформації не надано

Рейтинг комітетів ВРУ за кількістю створених офіційних робочих груп для реалізації законопроєктної функції та результатами (кількість опрацьованих/розроблених законопроєктів) діяльності таких робочих груп:

Комітет з питань соціальної політики та захисту прав ветеранів — **27/15**

Комітет з питань правоохоронної діяльності — **18/23**

Комітет з питань екологічної політики та природокористування — **18/2**

Комітет з питань національної безпеки, оборони та розвідки — **17/8**

Комітет з питань організації державної влади, місцевого самоврядування, регіонального розвитку та містобудування — **9/7**

Комітет з питань цифрової трансформації — **9/5**

Комітет з питань прав людини, деокупації та реінтеграції тимчасово окупованих територій у Донецькій, Луганській обл. та АРК, м. Севастополя, національних меншин і міжнаціональних відносин — **8/2**

Комітет з питань здоров'я нації, медичної допомоги та медичного страхування — **7/2**

Комітет з питань антикорупційної політики — **5/6**

Комітет з питань гуманітарної та інформаційної політики — **5/2**

Комітет з питань правової політики — **5/-**

Комітет з питань молоді і спорту — **4/3**

Комітет з питань економічного розвитку — **4/0**

Комітет з питань бюджету — **1/1**

Комітет з питань освіти, науки та інновацій — **1/0**

Комітет з питань свободи слова — **1/-**

Комітет з питань аграрної та земельної політики — **0**

Комітет з питань зовнішньої політики та міжпарламентського співробітництва — **0**

Комітет з питань інтеграції України з Європейським Союзом — **0**

Комітет з питань Регламенту, депутатської етики та організації роботи Верховної Ради України — **0**

Комітет з питань транспорту та інфраструктури — **0**

Комітет з питань енергетики та житлово-комунальних послуг — інформації не надано

Комітет з питань фінансів, податкової та митної політики — інформації не надано

Рейтинг комітетів ВРУ за кількістю проведених у 2020 році засідань:

Комітет з питань бюджету — **52**

Комітет з питань національної безпеки, оборонита розвідки — **47**

Комітет з питань екологічної політики та природокористування — **42**

Комітет з питань інтеграції України з Європейським Союзом — **40**

Комітет з питань організації державної влади, місцевого самоврядування, регіонального розвитку та містобудування — **40**

Комітет з питань антикорупційної політики — **39**

Комітет з питань економічного розвитку — **38**

Комітет з питань здоров'я нації, медичної допомоги та медичного страхування — **37**

Комітет з питань правоохоронної діяльності — **36**

Комітет з питань Регламенту, депутатської етики та організації роботи Верховної Ради України — **36**

Комітет з питань гуманітарної та інформаційної політики — **33**

Комітет з питань фінансів, податкової та митної політики — **33**

Комітет з питань освіти, науки та інновацій — **30**

Комітет з питань зовнішньої політики та міжпарламентського співробітництва — **28**

Комітет з питань соціальної політики та захисту прав ветеранів — **28**

Комітет з питань правової політики — **26**

Комітет з питань аграрної та земельної політики — **25**

Комітет з питань свободи слова — **24**

Комітет з питань енергетики та житлово-комунальних послуг — **20**

Комітет з питань цифрової трансформації — **20**

Комітет з питань транспорту та інфраструктури — **19**

Комітет з питань прав людини, деокупації та реінтеграції тимчасово окупованих територій у Донецькій, Луганській обл. та АРК, м. Севастополя, національних меншин і міжнаціональних відносин — **15**

Комітет з питань молоді і спорту — **10**

Рейтинг комітетів ВРУ за кількістю проведених у 2020 році комітетських слухань (з наданням відповідних рекомендацій):

Комітет з питань соціальної політики та захиступрав ветеранів — **4/4**

Комітет з питань правової політики — **3/3**

Комітет з питань освіти, науки та інновацій — **3/2**

Комітет з питань аграрної та земельної політики — **2/2**

Комітет з питань енергетики та житлово-комунальних послуг — **2/2**

Комітет з питань організації державної влади, місцевого самоврядування, регіонального розвитку та містобудування — **2/2**

Комітет з питань правоохоронної діяльності — **2/2**

Комітет з питань екологічної політики та природокористування — **2/1**

Комітет з питань зовнішньої політики та міжпарламентського співробітництва — **2/1**

Комітет з питань інтеграції України з Європейським Союзом — **1/1**

Комітет з питань прав людини, деокупації та реінтеграції тимчасово окупованих територій у Донецькій, Луганській обл. та АРК, м. Севастополя, національних меншин і міжнаціональних відносин — **1/1**

Комітет з питань цифрової трансформації — **1/1**

Комітет з питань антикорупційної політики — **0**

Комітет з питань бюджету — **0**

Комітет з питань гуманітарної та інформаційної політики — **0**

Комітет з питань економічного розвитку — **0**

Комітет з питань здоров'я нації, медичної допомоги та медичного страхування — **0**

Комітет з питань молоді і спорту — **0**

Комітет з питань національної безпеки, оборони та розвідки — **0**

Комітет з питань Регламенту, депутатської етики та організації роботи Верховної Ради України — **0**

Комітет з питань свободи слова — **0**

Комітет з питань транспорту та інфраструктури — **0**

Комітет з питань фінансів, податкової та митної політики — **0**

Рейтинг комітетів ВРУ за кількістю звернень, які надійшли до комітету у 2020 році:

Комітет з питань правоохоронної діяльності — **6486**

Комітет з питань освіти, науки та інновацій — **5483**

Комітет з питань антикорупційної політики — **4872**

Комітет з питань бюджету — **4470**

Комітет з питань здоров'я нації, медичної допомоги та медичного страхування — **4254**

Комітет з питань транспорту та інфраструктури — **3764**

Комітет з питань правової політики — **3524**

Комітет з питань соціальної політики та захисту прав ветеранів — **3500**

Комітет з питань організації державної влади, місцевого самоврядування, регіонального розвитку та містобудування — **3404**

Комітет з питань аграрної та земельної політики — **2620**

Комітет з питань прав людини, деокупації та реінтеграції тимчасово окупованих територій у Донецькій, Луганській обл. та АРК, м. Севастополя, національних меншин і міжнаціональних відносин — **2232**

Комітет з питань цифрової трансформації — **2219**

Комітет з питань молоді і спорту — **2037**

Комітет з питань зовнішньої політики та міжпарламентського співробітництва — **1907**

Комітет з питань економічного розвитку — **1830**

Комітет з питань гуманітарної та інформаційної політики — **1473**

Комітет з питань Регламенту, депутатської етики та організації роботи Верховної Ради України — **1400**

Комітет з питань свободи слова — **1351**

Комітет з питань інтеграції України з Європейським Союзом — **1071**

Комітет з питань фінансів, податкової та митної політики — **1055**

Комітет з питань енергетики та житлово-комунальних послуг — **254**

Комітет з питань екологічної політики та природокористування — інформації не надано

Комітет з питань національної безпеки, оборони та розвідки — інформації не надано

Рейтинг комітетів ВРУ за повнотою звіту за 3 сесію:

Комітет з питань правоохоронної діяльності — **93%**

Комітет з питань організації державної влади, місцевого самоврядування, регіонального розвитку та містобудування — **86%**

Комітет з питань правової політики — **86%**

Комітет з питань цифрової трансформації — **79%**

Комітет з питань енергетики а житлово-комунальних послуг — **71%**

Комітет з питань здоров'я нації, медичної допомоги та медичного страхування — **71%**

Комітет з питань прав людини, деокупації та реінтеграції тимчасово окупованих територій у Донецькій, Луганській обл. та АРК, м. Севастополя, національних меншин і міжнаціональних відносин — **71%**

Комітет з питань екологічної політики та природокористування — **65%**

Комітет з питань аграрної та земельної політики — **57%**

Комітет з питань антикорупційної політики — **57%**

Комітет з питань бюджету — **57%**

Комітет з питань національної безпеки, оборони та розвідки — **57%**

Комітет з питань транспорту та інфраструктури — **57%**

Комітет з питань молоді і спорту — **50%**

Комітет з питань освіти, науки та інновацій — **50%**

Комітет з питань економічного розвитку — **43%**

Комітет з питань інтеграції України з Європейським Союзом — **43%**

Комітет з питань фінансів, податкової та митної політики — **43%**

Комітет з питань гуманітарної та інформаційної політики — звіт не опубліковано

Комітет з питань зовнішньої політики та міжпарламентського співробітництва — звіт не опубліковано

Комітет з питань Регламенту, депутатської етики та організації роботи Верховної Ради України — звіт не опубліковано

Комітет з питань свободи слова — звіт не опубліковано

Комітет з питань соціальної політики та захисту прав ветеранів — звіт не опубліковано

Рейтинг комітетів ВРУ за повнотою звіту за 4 сесію:

Комітет з питань правової політики — **100%**

Комітет з питань правоохоронної діяльності — **100%**

Комітет з питань цифрової трансформації — **79%**

Комітет з питань організації державної влади, місцевого самоврядування, регіонального розвитку та містобудування — **79%**

Комітет з питань антикорупційної політики — **71%**

Комітет з питань екологічної політики та природокористування — **64%**

Комітет з питань здоров'я нації, медичної допомоги та медичного страхування — **64%**

Комітет з питань бюджету — **57%**

Комітет з питань гуманітарної та інформаційної політики — **57%**

Комітет з питань молоді і спорту — **57%**

Комітет з питань освіти, науки та інновацій — **57%**

Комітет з питань аграрної та земельної політики — **50%**

Комітет з питань економічного розвитку — **50%**

Комітет з питань Регламенту, депутатської етики та організації роботи Верховної Ради України — **50%**

Комітет з питань прав людини, деокупації та реінтеграції тимчасово окупованих територій у Донецькій, Луганській обл. та АРК, м. Севастополя, національних меншин і міжнаціональних відносин — **36%**

Комітет з питань зовнішньої політики та міжпарламентського співробітництва — звіт не опубліковано

Комітет з питань енергетики та житлово-комунальних послуг — звіт не опубліковано

Комітет з питань інтеграції України з Європейським Союзом — звіт не опубліковано

Комітет з питань національної безпеки, оборони та розвідки — звіт не опубліковано

Комітет з питань свободи слова — звіт не опубліковано

Комітет з питань соціальної політики та захисту прав ветеранів — звіт не опубліковано

Комітет з питань транспорту та інфраструктури — звіт не опубліковано

Комітет з питань фінансів, податкової та митної політики — звіт не опубліковано

1.3. Performance Analysis of the Parliamentary Committees in Terms of Their Legislative, Supervisory and Organizational Functions

Having studied the performance of each Verkhovna Rada committee in 2020, we would like to focus on certain links, patterns and isolated issues which can help to come up with specific recommendations on improvement of committees' performance.

1.3.1. Model of a Typical Parliamentary Committee

Having worked with the information on the activity of each of the 23 committees, we generalized it and created a model of a typical Ukrainian parliamentary committee based on average performance scores in 2020.

This will help to compare the work of committees' with average scores achieved in 2020 and identify weaknesses of each committee to be improved as well as sectors where this or that committee shows better results compared to others.

MODEL OF A TYPICAL VERKHOVNA RADA COMMITTEE
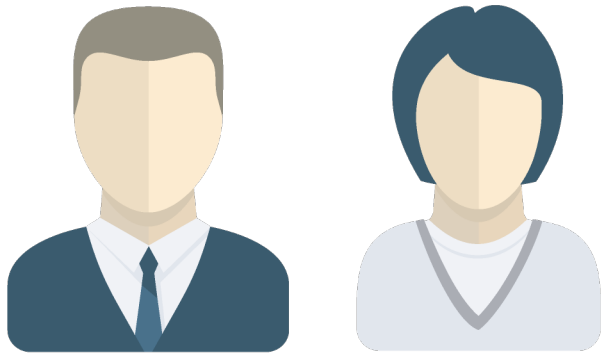
In 2020, a typical Verkhovna Rada committee
consistedof 17 members,
with 14 secretariat employees.

Legislative function

LEGISLATIVE ACTIVITY

Registered

The number of unique draft laws registered by committee members within its sphere of competence

20

Processed

Number of opinions provided by the committee as

non-designated

17

48

designated

69%
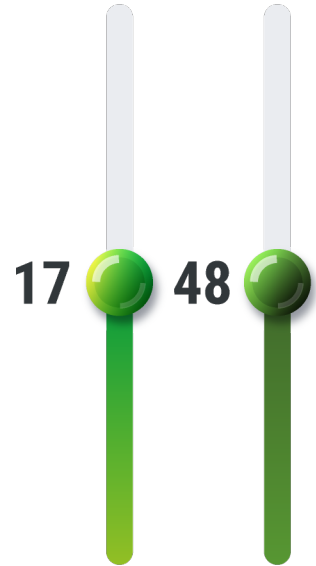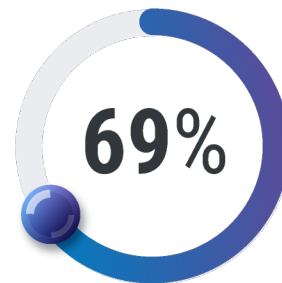
of the number of draft laws the committee was supposed to consider in 2020 as designated

8

before the 1st reading

before the 2nd reading

Passed into law

Number of draft laws processed by the committee as designated in 2020 which were passed into law in the same year

16%
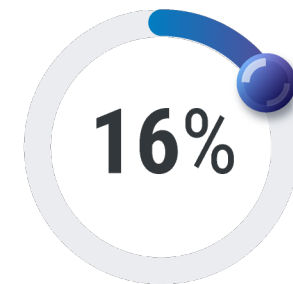
Workload in terms of processing legislative acts in 2020

per committee member

per secretariat employee

23,6

acts

27,3

Legislative function

PLANNED VS. DONE

Committee plans completed

% of the draft laws planned for consideration during the 3rd and 4th sessions where the committee is

designated

non-designated

75%

66%
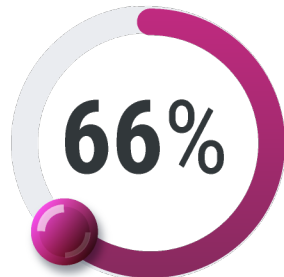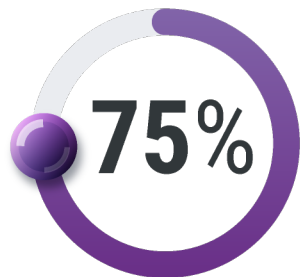
Performance of the legislative plan of the Verkhovna Rada in 2020

33.5%
Done

66.5%
Not done
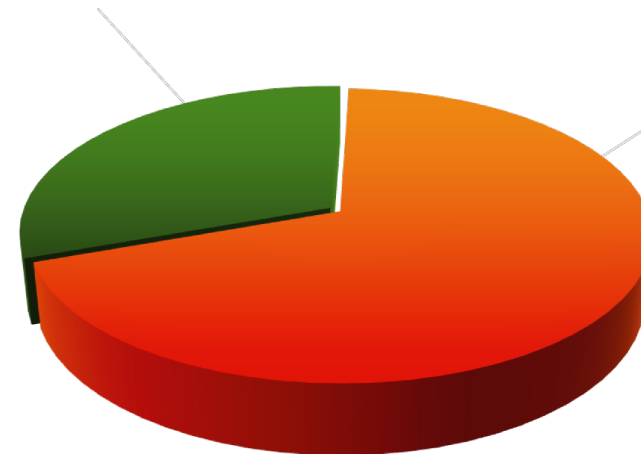
Legislative function

FURTHERMORE…

Official working groups created

Working groups' activity resulted in the development of **2 draft laws**

5
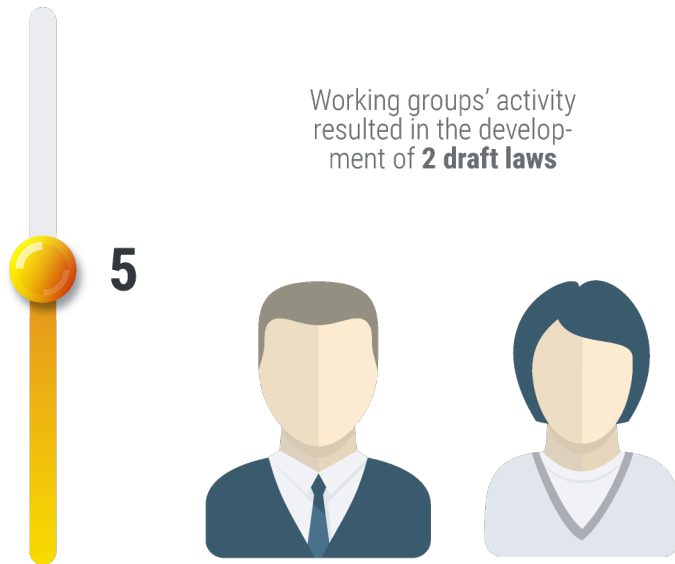
The committee **did not participate** in the processing of national programs/strategies.
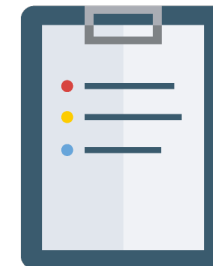
Supervisory function

SUPERVISORY ACTIVITY

Working groups created

Official working groups for the execution
of the supervisory function were not established

Analysis carried out

A typical committee **carried out analysis** of application of relevant laws in 2020

Reports heard

Within the supervisory function,
in 2020, the committee heard reports and information from relevant state agencies.

Supervisory function

INTERACTION AND REQUESTS

The committee interacted with:

The Accounting Chamber

- consideration of reports
- audit of public spending

Parliament Commissioner
for Human Rights
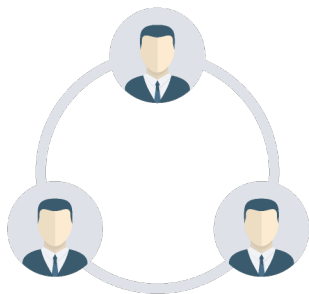
The committee sent requests to:

The Cabinet of Ministers
of Ukraine

The President of Ukraine

Supervisory function

INTERACTION AND REQUESTS

Interaction with various specialized agencies, institutions and organizations.

To perform the supervisory function, a typical committee interacted with various relevant institutions, agencies, and organizations

Materials sent

The number of materials sent by the Committee to agencies of the Parliament, state agencies, and their officials for their response within the parliamentary oversight function

295
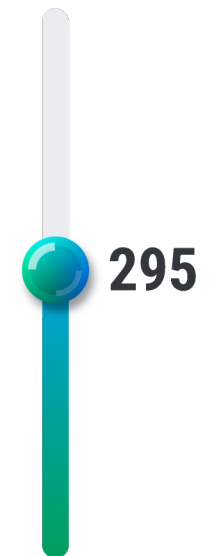
Organizational function

ORGANIZATIONAL ACTIVITY

Meetings held

33

Working groups

Official working groups to perform the organizational function were not established

Hearings

Parliamentary

Not held and not prepared

Committee

1 Hearings

1 Recommendations

Organizational function

In 2020, the committee considered candidates to relevant state agencies

Appeals

The number of appeals received
by the committee

A typical committee in 2020 interacted with relevant international organizations

2420

Organizational function

QUALITY OF REPORTING

Publication of reports by a typical committee

Published
in the relevant
section
on the website

Published in time

Completeness
of report   **57%**

1.3.2. Analysis of the Committees' Procedure

🔴 Legislative activity of committee members

Some committees are not active in development and subsequent registration of draft laws. The Committee on Foreign Policy and Inter-Parliamentary Cooperation, the Committee on Ukraine's Integration into the European Union, the Committee on Freedom of Speech and members of those committees did not register a single draft law in 2020. This can be explained by the organizational nature of these committees' work. For instance, the Committee on Foreign Policy and Inter-Parliamentary Cooperation does not develop draft laws because its job is to consider draft laws on ratification of international treaties where the legislative initiative comes from the President of Ukraine and the Cabinet of Ministers of Ukraine. The situation with the Committee on Ukraine's Integration into the European Union is similar, as it reviews draft laws on ratification of international treaties with EU countries and institutions.

The reason that the Committee on Freedom of Speech has virtually no legislative activity in 2020, having not only developed no draft laws but also not appointed the designated committee for any draft law a single time, may be the fact that this committee was effectively artificially separated from the Committee on Humanitarian and Information Policy, which considers issues that are more generic compared to those of the Committee on Freedom of Speech. The Committee on Humanitarian and Information Policy accounts for national policy in the field of information, and the Committee on Freedom of Speech works with citizens' right to information, which is part of the national policy in the field of information. This "coincidence" of powers leads to the fact that the Committee on Humanitarian and Information Policy is appointed designated committee on all relevant draft laws.

🔴 Activity of subcommittees

The analysis found different approaches to the organization of subcommittees' work. Although each committee is formally divided into subcommittees, it is common practice for subcommittees to only exist formally without being active. Subcommittees do not play any role in the functioning of most committees, as all work is concentrated in the committee itself. Even secretariats have no information on their work. As a result, there is no public information on the meetings held or performance results of such subcommittees. In some committees, by contrast, subcommittees are quite active and public, and the subcommittees themselves play an important role in the functioning of the committee. It is common practice in such committees to establish formal and informal working groups based on "narrowly specialized" subcommittees. Issues are first processed at the subcommittee level, and only subsequently heard at the committee meeting. The impact of subcommittees' activity on the performance of committees is significant, since it is the former that receive part of the workload on review of draft laws and supervisory powers. This, in turn, facilitates the prompt consideration of issues at the meetings of the committees themselves, without limiting the time for detailed and high-quality review in subcommittees.

🔴 (Un)official nature of working groups

The study found that most committees set up formal working groups. In total, in 2020, each committee established 0 to 28 official working groups. The average (median) value is 5 working groups per committee.

Such working groups are mostly established to implement the legislative function, often to develop a specific draft law, which

proves to be quite effective. For example, the Committee on Law Enforcement established 18 working groups resulting in development and parliamentary consideration of 23 draft laws. At the same time, some committees prefer using informal working groups, which are set up without official committee decisions, and information about their activities is not published or summarized. The activities of informal working groups are less formalized, but it is much more difficult to become a member of such a working group or to be involved in its activities, as well as to monitor the results of its activities. In view of this, a successful practice of some committees is a "combined" approach to working groups, where the official working group involving all stakeholders has smaller unofficial "subgroups" functioning within it, which work on certain parts of the issue or develop their idea on resolving a specific issue to be presented to the official working group for more constructive discussion later on.

🔴 Disproportionate performance of functions

The analysis of the committees' activity revealed that the general problem is a certain disproportion in the implementation of their primary functions. The committees tend to focus on their legislative function. However, parliaments are generally considered effective if they do not limit their activity to legislation and strive to introduce and implement effective parliamentary oversight mechanisms[1]. What is special about combining the legislative and supervisory functions is the analysis of effectiveness of current legislation, which stipulates high-quality, systemic legislative changes in the future.

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1. Methodological approaches and recommendations for the Verkhovna Rada of Ukraine on assessing the effectiveness of law application: https://www. ua.undp. org/content/ukraine/uk/home/library/democratic_governance/Post- Legislative-Scrutiny.html

🔴 Workload of secretariats

Secretariats play an important role in the functioning of the committees. While doing the research, we frequently heard that some of the performance indicators are the consequence of secretariat employees' excessive workload, as they simply do not have enough time to perform all tasks. We therefore decided to analyze the link between committees' performance and the workload of their secretariats.

Comparing the number of MPs on the committee and the number of employees in their secretariats yielded a certain pattern. The larger the committee, the larger its secretariat, which makes sense. What is more, there is a certain connection between the number of committee members and draft laws initiated by them in the sector they account for (graphs 1, 2).

1. Number of committee members and secretariat employees

2. Unique draft laws registered by the members of the respective committee
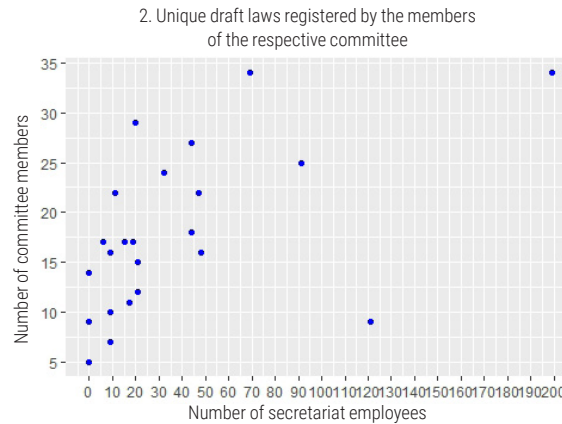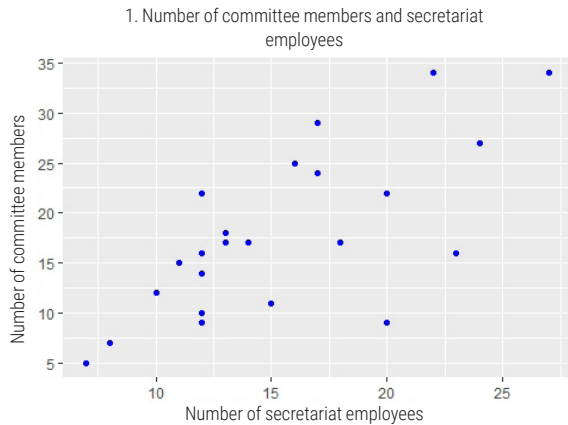
In total, the 410 MPs on the committees have 355 secretariat staff. In 15 committees, there are more members than secretariat staff, and in 8, it is the opposite. This situation is mostly typical of committees with relatively few members.

The average (median) percentage of secretariat coverage for all committees is 83%. At the same time, some committees have a disproportion between the number of committee members and the staff of their secretariat. The following committees have the best ratio of secretariat employees to members: Committee on Social Policy and Protection of Veterans' Rights (222%), Committee on Economic Development (144%), Committee on Freedom of Speech (140%), Committee on Rules of Procedure, Parliamentary Ethics and Administration of Verkhovna Rada's Work (136%). The lowest number of secretariat staff can be observed in the following committees: Committee on Transport and Infrastructure (55%), Committee on Agrarian and Land Policy (59%), Committee on Finance, Taxation and Customs Policy (64%), Committee on Law Enforcement (64%).

🔴 Analysis of the total legislative workload on each committee in 2020 helped to identify the ratio between the number of legislative acts and the number of secretariat employees in each committee. This figure varies considerably from one committee to another and ranges from 8 to 200 pieces of legislation per staff member of the secretariat. The average (median) value of the number of legislative acts per secretariat employee per year is 27.

🔴 The results of committee activity helped us study its correlation with the number of secretariat employees.

All data obtained are grouped in a table, where each committee received its performance. Subsequently, we analyzed the links between the number of secretariat employees and various indicators of committee performance. It should be borne in mind that each committee has its own nature of work, and therefore the correlation data obtained are relative and do not guarantee links. At the same time, the results of the correlation study are a clear illustration of the fact that many performance indicators of committees do not depend on the number of employees in their secretariats. For example, the completeness of the committee report for sessions 3 and 4 does not depend on the number of secretariat staff (graphs 5, 6).

3. Number of secretariat employees and the number of appeals considered in 2020
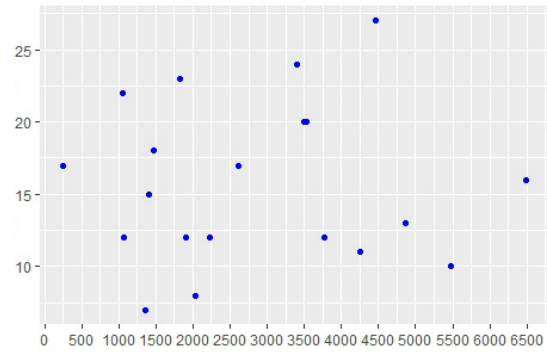
5. Number of secretariat employees and completeness of report for the 3rd session
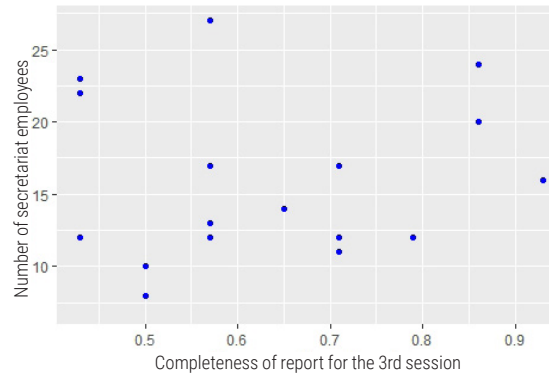
7. Number of secretariat employees and the number of opinions provided to the designated committees
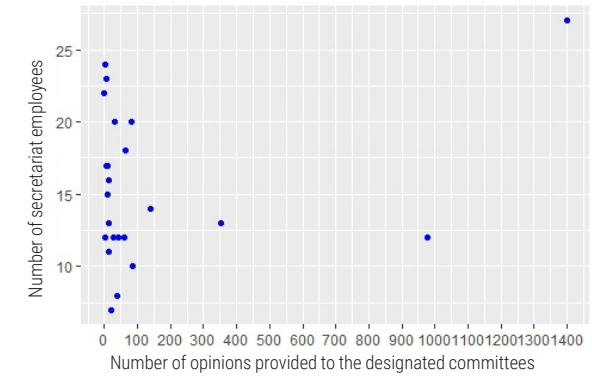
4. Number of committee members and number of opinions provided to designated committees (except the three outliers)
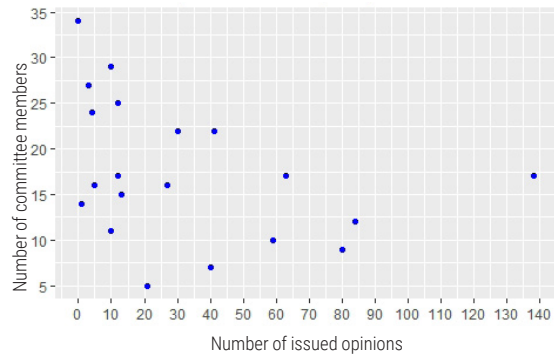
6. Number of secretariat employees and completeness of report for the 4th session
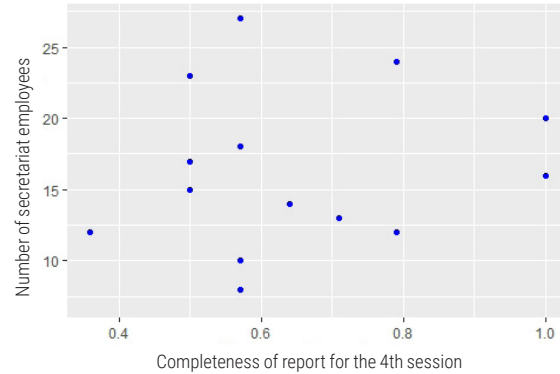
8. Number of secretariat employees and number of opinions issued as the designated committee
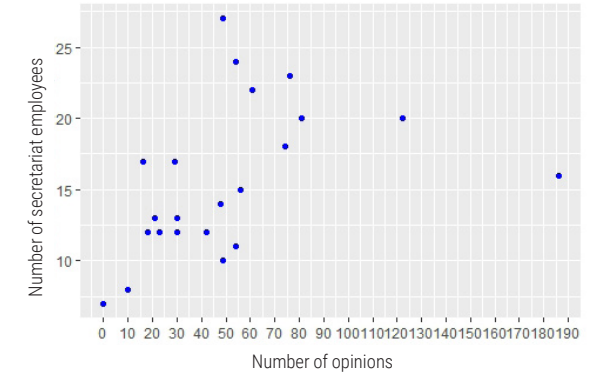
9. Number of secretariat employees and number of draft laws prepared for the 2nd reading
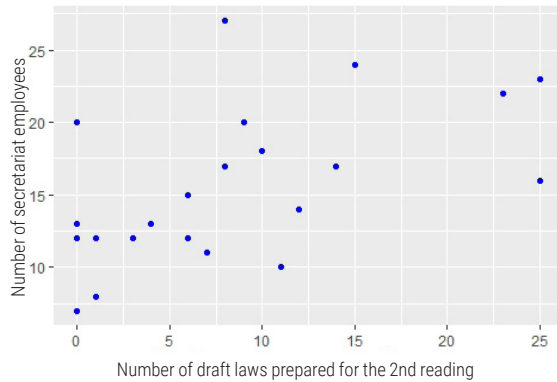
11. Number of secretariat employees and number of working groups established in 2020
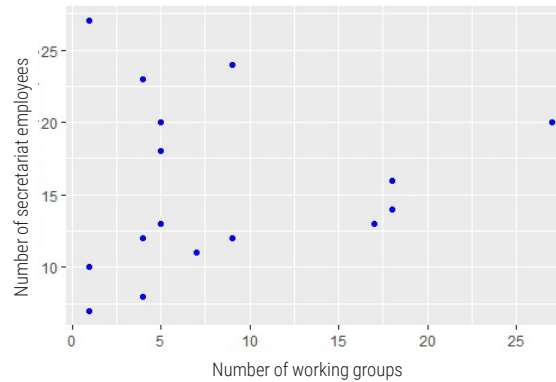
10. Number of secretariat employees and share of completion of the legislative activity plan for 2020
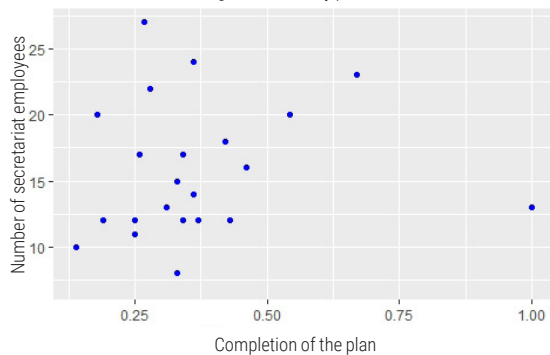
The results show that there is no connection between the number of employees of the secretariats and the committees' performance of their functions. However, we can deduce the following:

1. Committees with more secretariat employees are likely to consider more draft laws before the first reading (graph 2).

2. Committees with more secretariat employees are likely to consider more draft laws before the second reading (graph 9).

ⓘ Recommendations

🟢 The problem of "coincidence" of subject matters of the Committee on Freedom of Speech and the Committee on Humanitarian and Information Policy should be resolved by optimizing the subject matters or by merging these committees in the next Verkhovna Rada convocation.

🟢 The work of "dormant" subcommittees should be optimized and reinforced, for instance, by delegating preliminary preparation for issues to be discussed at committee meetings to them.

🟢 Some committees require more balance in the number of secretariat employees and the number of committee members, as well as the workload in general. We recommend staffing the secretariats of those committees where their number does not correspond to the number of committee members and to the average workload per staff member of the secretariat. This will help them to perform their functions more effectively and will enable them to concentrate not only on the drafting of bills, but also on the supervisory activities.

🟢 Creation of official (and, in exceptional cases, unofficial) working groups is a tool that should be used more extensively both in legislative and other functions of the committee. Information on the functioning of such working groups, in particular invitations to participate in the working group, announcements of meetings and results of activities, should be published on the websites of the committees and on social media

1.3.3. Performance of Legislative Function: Analysis

1. Between January 1, 2020, and December 31, 2020, there were 1855 draft laws registered in the Verkhovna Rada, with 1560, i.e. 84%, registered by MPs. The total number of draft laws registered by MPs who are committee members in the sphere of competency of their committees constitutes 852 unique draft laws, i.e. about 55% of the total number of draft laws registered by MPs.

In 2020, MPs on various committees have registered 0 to 199 unique draft laws within their spheres of competency. The most active committees in terms of this are the Committee on Finance, Taxation and Customs Policy (199 unique draft laws) and the Committee on Social Policy and Protection of Veterans' Rights (121 unique draft laws). The Committee on Foreign Policy and Inter-Parliamentary Cooperation, the Committee on Ukraine's Integration into the European Union, the Committee on Freedom of Speech and members of those committees did not register a single draft law in 2020.

Despite the huge gap between the maximum and minimum number of registered draft laws, the average (median) value for all committees constitutes 20 unique draft laws.

2. One of the performance indicators is the number of draft laws considered.

🔸 Analysis of the number of draft laws which each committee was supposed to consider as designated in 2020 showed that each committee was supposed to consider 0 to 410 draft laws before the first reading. The Committee on Finance, Taxation and Customs Policy was the busiest, having to consider 410 draft laws. The Committee on Digital Transformation had to consider the fewest draft laws, 12, other than the Committee on Freedom of Speech, which did not receive any draft laws for consideration at all.

🔸 It was found that in 2020, the number of opinions on draft laws issued by designated committees constitutes 0 to 186 opinions per committee. The Committee on Law Enforcement issued the highest number of opinions (186), followed by the Committee on Legal Policy (122 opinions). As expected, the Committee on Freedom of Speech did not issue a single opinion. The average (median) value of opinions issued as the designated committee for all committees constitutes 48 opinions.

🔸 Having studied consideration of draft laws by committees as designated, it was found that committees perform this activity in different ways. Some committees considered all draft laws (Committee on Humanitarian and Information Policy, Committee on Rules of Procedure, Parliamentary Ethics and Administration of Verkhovna Rada's Work, Committee on Digital Transformation), while others processed only a small part of draft laws received by them as designated committees. The Committee on Finance, Taxation and Customs Policy considered the fewest draft laws (15%), but this committee also has the most significant workload. The average (median) value of the share of draft laws considered by the committees as designated in 2020 compared to the draft laws received constitutes 69%.

🔸 The analysis has shown that very few draft laws processed by committees in the first reading end up getting to the second reading. Based on the number of opinions issued by committees for draft laws before the second reading in 2020, the score varies between 0 and 25 opinions. The highest number of such opinions were provided by the Committee on Economic Development and the Committee on Law Enforcement, with 25 opinions each.

The Committee on Finance, Taxation and Customs Policy issued somewhat fewer opinions on draft laws before the second reading, 23. On the other hand, The Committee on Foreign Policy and Inter-Parliamentary Cooperation, the Committee on Ukraine's Integration into the European Union, and the Committee on Freedom of Speech did not file a single opinion on any draft laws before the second reading in 2020. The average (median) value of the number of opinions issued for all committees in 2020 constitutes 8 opinions. Thus, if we compare the general score of the number of opinions issued before the first and second reading, it shows that only 16% of draft laws processed by committees are passed by the Parliament in the first reading and go through preparation for the second reading.

🔸 The number of draft laws processed by committees in 2020 which subsequently became laws in the same year also varies quite significantly. This number ranges from 0 to 37. The Committee on Foreign Policy and Interparliamentary Cooperation has the best score (37 draft laws, or 88% of the total number of draft laws processed by the committee). This can be explained by the fact that this committee mainly considers draft laws related to the ratification of international agreements. The average (median) value of the number of such draft laws for all committees is 8.

🔸 There are three committees which are obliged to consider every registered draft law. These are the Committee on Anti-Corruption Policy, which is authorized to provide opinions on the compliance of the draft law with the requirements of anti-corruption legislation, the Committee on Budget, which conducts expertise on the impact of the draft law on budget indicators and compliance with laws governing budget relations, and the Committee on Ukraine's Integration into the European Union, which provides expert opinions on the compliance of draft laws with Ukraine's international legal commitments

in the field of European integration. Based on the findings, these committees submit their opinions to other committees. Having analyzed the number of draft laws filed with the aforementioned committees to receive their opinions in 2020 and the number of opinions filed by these committees with the designated committees, we found that:

• The Committee on Anti-Corruption Policy issued opinions on 19% of draft laws received on their compliance with the anti-corruption legislation in 2020;

• The Committee on Budget examined the impact of 81% of draft laws filed with it for expert review on budget indicators and for compliance with laws regulating budget relations in 2020;

• The Committee on Ukraine's Integration into the European Union issued expert opinions on draft laws' compliance with Ukraine's international legal commitments in the field of European integration for 52% of draft laws received for review in 2020.

The average value for these committees in terms of opinions provided to the designated committees is 909 opinions.

🔴 As for other committees, the number of opinions provided by them to designated committees ranges from 0 to 138. The highest scores belong to the Committee on Environmental Policy and Nature Management (138 opinions), the Committee on Education, Science and Innovations (84 opinions), and the Committee on Social Policy and Protection of Veterans' Rights (80 opinions). The Committee on Finance, Taxation and Customs Policy did not file any opinions with the designated committee in 2020, while the Committee on Foreign Policy and Inter-Parliamentary Cooperation provided only 1 such opinion. The average (median) value of the number of opinions filed with the designated committees for all committees (apart from the 3 which are obliged to file "special" opinions) constitutes 17 opinions.

🔴 The study found that most committees do not publish opinions on draft laws issued by the committee both as the designated committee and for other committees[1], apart from minutes of meetings and draft law files. This contradicts the requirements of the Regulation on the Web Resources of the Verkhovna Rada of Ukraine, clause 15, which stipulates that opinions on draft laws should be published on committee websites. Opinions provided by committees in the non-designated capacity are not added to draft law files at all. All of the above makes access to such opinions restricted and complicated both for MPs from other committees and for all possible stakeholders, though this activity of committees is a significant part of the legislative work and thus, relevant information should be publicly accessible.

3. Analyzing the implementation of committees' plans on issuing opinions on draft laws, we found that scores on different committees on the number of draft laws which were planned for consideration and actually considered are vastly different. For committees which carry out such planning, the share of draft laws considered in 2020 compared to the total number of draft laws planned for consideration in sessions 3 and 4 as the designated committee constitutes 18% to 288%, and as the non-designated committee 1% to 530%. Indicators that are too low or too high show that committees fail to plan their activity effectively, i.e. they either make highly ambitious plans which they cannot fulfill, or, conversely, they underestimate their potential capacity, significantly exceeding the plan. In addition, committees often consider draft laws which are not reflected in plans, while draft laws actually included in the plans often remain untouched for several sessions.

4. Analyzing the Legislative Activity Plan of the Verkhovna Rada

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1. A positive practice has been demonstrated by the Committee on Human Rights, Deoccupation and Reintegration of Temporarily Occupied Territories in Donetsk, Luhansk Regions and Autonomous Republic of Crimea, National Minorities and Interethnic Relations, which publishes all the issued opinions on draft laws in a separate section on its website: http://kompravlud.rada.gov.ua/documents/zakon_rob/73505.html.

in 2020, we found that a significant part of committees' failure to meet the scores of the plan (35%) is due to failure of the President and the government to file the necessary draft laws with the Verkhovna Rada.

The European Parliament's Needs Assessment Mission led by Pat Cox addressed the problem of coordination among subjects of legislative initiative back in 2016. One of the Mission's recommendations for internal reform and institutional capacity building of the Verkhovna Rada was to approve an end-to-end legislative process based on the much stronger coordination among initiators of legislation in the Cabinet of Ministers of Ukraine, the Administration of the President, and the Verkhovna Rada[2]. This recommendation has not yet been implemented. At the same time, some committees have a positive experience of interaction with the Cabinet of Ministers of Ukraine as a subject of legislative initiative, when government representatives deliver a prior presentation and discuss the concept of a draft law in the committee, and only after all positions have been coordinated do they develop and register the draft law.

5. The study showed that only one in four committees participated in the development of national programs / strategies or improvement of existing ones. Even though this activity is considered less popular among committees, it is necessary, as it pertains to the most urgent and relevant issues of the country's development. National programs / strategies are adopted for a long-term period and therefore require thorough work. It is also important to promptly respond to certain changes in public life, i.e. committees must be ready to amend programs / strategies that have previously been adopted.

The average (median) value of the number of opinions provided to designated committees for all committees (apart from the 3 which issue "special" opinions) constitutes 17 opinions.

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2. https://www.europarl.europa.eu/resources/library/media/20160301RES16508/20160301RES16508.pdf

◎ Summary Conclusion

Thus, the maximum possible capacity of committees for consideration of draft laws per year constitutes not more than 70–100 draft laws, ideally no more than 50 draft laws. As designated, committees manage to process 69% of the total supposed workload. Without much advantage in the amount of resources available, the committees are in very different positions: the number of draft laws processed by regular committees (as non-designated) averages 32 draft laws, while for special committees (the three committees which are obliged to provide opinions on all draft laws) it is 909 draft laws.

Only 16% of draft laws processed by committees are passed by the Parliament in the first reading and prepared for the second reading. 78% of committees implement the plan of legislative activities of the Verkhovna Rada by under a half. Instead, committees tend to come up with highly unrealistic session plans, whose implementation varies between 18% and 288% (as designated committees) or between 1% and 530% (as non-designated committees). More than half the committees did not establish official working groups or established up to five during the year.

❶ Recommendations

🟢 A significant number of draft laws initiated by MPs leads to an excessive workload of most committees, which has a negative impact on the implementation of all functions. In this regard, it is advisable to review the procedure for initiating draft laws. One way is to implement Recommendation 6 of the European Parliament's Needs Assessment Mission led by Pat Cox, which suggested that at each session, 20 draft laws initiated by MPs should be chosen for consideration by the Parliament.

🟢 The procedure for issuing opinions should be reconsidered for committees which are obliged to consider every registered draft law, since they do not manage to consider this number of draft laws (the Committee on Anti-Corruption Policy considers 19% of its total workload, the Committee on Ukraine's Integration into the European Union — 52%, and the Committee on Budget — 81%). As a result, a significant part of the opinions are submitted after consideration of the draft law by the Parliament, or the draft laws remain without an opinion of the aforementioned committees. The model of exercising such powers should be reconsidered in view of the primary goals and analysis of their effectiveness. In any case, such committees need to be provided with sufficient resources, i.e. both enough personnel and time.

🟢 The committees should adequately plan legislative work for each session, putting the realistic number of draft laws they can consider on the agenda.

🟢 The interaction of legislative entities needs to be improved. This could be facilitated by the adoption of the Law "On Law and Legislative Activity" or the Law "On Regulatory Acts," which have been proposed by the expert community multiple times[1]. This will both improve the quality of draft laws and increase performance rates.

🟢 In order to develop basic legislative acts to develop a certain sector, we propose that committees should initiate the development or improvement of relevant programs / strategies or actively participate therein.

🟢 Opinions issued by non-designated committees need to be published in draft law files.

🟢 Committees should publish all issued opinions on draft laws, whether they are the designated committee or filed such an opinion with another committee.

1. Concept of "end-to-end" legislative process. Oleksandr Zaslavskyi, Oleksandr Khoruzhenko. (https://parlament.org.ua/wp-content/uploads/2017/10/Policy-Paper_End-to-end.pdf)

1.3.4. Performance Analysis of the Supervisory Function

1. In most committees, the implementation of the supervisory function is rather sporadic, mainly due to the lack of planning in this field. Even committees which indeed plan the implementation of the supervisory function only mention oversight of the implementation of laws, Verkhovna Rada resolutions, and their own decisions in the plan, disregarding other components of this function.

One recommendation of the aforementioned Needs Assessment Mission is that each committee should develop and approve an annual action plan of oversight of the executive branch, which will help the supervisory function to be performed in a systematic rather than sporadic manner[1]. Planning this activity even as part of the committee session plan would make the supervisory function more systemic and productive.

2. The study showed a rather low level of activity of committees in post-legislative analysis as an area of parliamentary control. The committees should monitor whether the bylaws adopted by state bodies, local self-government bodies, and their officials comply with the law, and whether they have been adopted in a timely manner. However, the decisive factor in the post-legislative analysis is analyzing the effectiveness of the adopted legislative changes, which should be one of the main vectors of parliamentary oversight exercised by committees. In fact, without high-quality monitoring of the adopted laws, it is impossible to regulate social relations in this or that area in a regular, quality way. Without this analysis, some legislative changes end up akin to putting out fires, with situational solutions rather than systemic improvement of the state policy overall.

It was found that some committees do not carry out post-legislative analysis at all. The ones that do perform it in different ways. Some committees "keep an eye on the implementation" of laws after they have been adopted. The secretariat creates law cases and systematically identifies shortcomings in their implementation. After identifying such shortcomings, the committees provide certain recommendations to the entities to which the relevant law applies and further monitor the status of implementation of such recommendations. Other committees conduct a situational analysis of the application practice of a small number of laws without any specific algorithm or methodology.

3. Some committees do not fully exercise their powers to oversee the executive branch. For the most part, this activity comes down to hearing reports or information of relevant ministries. However, only a small number of committees take into account shadow reports or information from external stakeholders that could balance positions and make such hearings more objective, thus making control more effective as well.

4. Committees carry out indirect parliamentary control via the Accounting Chamber and the Parliament Commissioner for Human Rights.

🔴 According to information received from committees, only 4 had no interaction with the Accounting Chamber. Ten more committees reported they initiated audits of budget spending by public agencies, enterprises, institutions and organizations within the scope of their competencies with the Accounting Chamber.

At the same time, according to the Accounting Chamber, only 5 committees (on budget, on environmental policy and nature management, on economic development, on public health, and on state building) considered issued following up on the control measures taken by the Chamber, while 15 did not do it.

Such audits are an effective tool to oversee public spending, enabling to identify violations and shortcomings in the work of agencies under the supervision of particular committees. Following such audits, committees may address the agencies demanding to take measures to address the shortcomings and violations found by the Accounting Chamber. Such activities should be systematic and follow a common practice among all committees. Representatives of 9 committees participated in the meetings of the Accounting Chamber.

🔴 It was found that not all committees interact with the Parliament Commissioner for Human Rights as part of their supervisory function. In particular, 5 committees indicated that they did not interact with the Ombudsman in 2020.

5. The study found that there is no uniform understanding of the power to send materials to Verkhovna Rada agencies, state agencies, and their officials among parliamentary committees. This power is directly defined by the Law as a separate component of the supervisory function. However, when we asked about the amount of material sent, several committees asked for an explanation of what was meant. Some committees have indicated that such information is not aggregated separately from information on all correspondence sent by the committee. Only 8 of the 23 committees provided information on the submissions in 2020. At the same time, the number of such materials varies significantly, from 47 to 2321. Thus, this confirms that committees generally do not set these materials apart from regular correspondence or do not identify sending materials for response as a separate component of the supervisory function.

Please note that the exercise of this power is an important tool of the supervisory function, both within certain vectors of parliamentary oversight and in individual cases when the committee needs to receive rapid specific information from public agencies and their officials or to encourage them to behave in a legal manner.

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1. REPORT AND ROADMAP OF THE INTERNAL REFORM AND BUILDING INSTITUTIONAL CAPACITY OF THE VERKHOVNA RADA OF UKRAINE (https://www.europarl.europa.eu/resources/library/media/20160301RES16508/20160301RES16508.pdf)

◎ **Summary Conclusion**

Supervisory measures are taken; yet, this work is not systemic due to the lack of planning. Quite a few committees carry out case-to-case analysis of law application for certain legislative acts without any specific algorithm or methodology. There is a tendency to equate the analysis of the adopted legislation to monitoring of whether bylaws were adopted in a timely manner. When hearing government reports, very few committees make requests for information from external stakeholders in the form of "shadow reports" to ensure greater objectivity.

Committees do not interact enough with the Accounting Chamber: 3/4 of the committees did not consider the results of the Accounting Chamber activity within their competency. The committees do not understand the special nature of the power to send materials to public agencies for response, nor do they keep track of such materials.

ℹ **Recommendations**

● We recommend that the committees include supervisory powers in their session-by-session activity plans, including specific measures, periods, accountable committee members and secretariat employees involved in their preparation and implementation under Article 41, part 3 of the Law. After plans are made on the per-session basis, such measures should also be introduced for longer periods, 1 year or more.

● It is necessary to balance the ratio of committee activity on the development and consideration of draft laws and monitoring of current legislation, focusing on the effectiveness of the adopted laws. We recommend developing a clear procedure and common methodology for all committees to analyze the practice of law application and adhering to them. The methodology should cover both regular monitoring of bylaw adoption and analysis of law effectiveness. Such activities should be systematic and consistent, i.e. not dependent on political changes in the committees. It is advisable to include the list of laws whose application needs to be analyzed as planned in the committee plan, identifying specific action of such monitoring. Based on the post-legislative analysis results, reports need to be published which will become the empirical basis for specific legislative changes in this or that sector, which will help to reduce the number of developed draft laws and make the legislative work better.

● We recommend that the committees exercise their powers on monitoring of the executive branch, which include, inter alia, consideration of reports and other information of public agencies and their officials, especially given that these procedures were much improved

in the recently adopted Law of Ukraine "On Amendments to Certain Laws of Ukraine to Ensure Effective Implementation of Parliamentary Oversight."

Alternative positions of stakeholders merit special attention, since this ensures a more balanced view of the situation.

● We recommend that the committees work more actively with the ombudsman, particularly address them based on information on human rights violations in the sector within the committee's competencies. More active oversight of budget implementation by relevant agencies is also called for, for instance through hearing out the results of implemented oversight measures and independent initiation of budget audits by the Accounting Chamber with further follow-up with public agencies to eliminate shortcomings and violations identified within the committees' competencies. Such interaction should be systemic in nature, so it is necessary to plan such activities adequately.

● We recommend that the committees summarize materials sent to parliamentary agencies, public agencies, and their officials and keep a separate account of such materials.

1.3.5. Performance Analysis of the Organizational Function

1. When we studied committees' reporting on their activities, it showed that they approach this obligation in different ways. Some committees, such as the Committee on Legal Policy and the Committee on Law Enforcement, publish very comprehensive reports with detailed account of all activities over the report period. Others, such as the Committee on Ukraine's Integration into the European Union and the Committee on Finance, Taxation and Customs Policy, approach reporting formally, including mostly statistical information on their legislative activity. The Committee on Foreign Policy and Inter-Parliamentary Cooperation, the Committee on Freedom of Speech, and the Committee on Social Policy and Protection of Veterans' Rights do not publish any session reports on their activities. Some committees publish text documents with information on their results without calling them reports. Late publication of committee reports is also common.

2. An analysis of the organizational activities of the committees revealed that only half of the committees organized and held committee hearings in 2020, while other events, such as round tables, conferences or expert meetings, were organized more actively. A very promising and effective practice is discussing draft laws with a significant impact on a certain sphere of social relations or finding out the implementation of adopted laws specifically during committee hearings. It is effective to hold such hearings for several committees at a time to resolve complex issues pertaining to the competencies of several committees.

Unlike other events, under Art. 52 of the Law, minutes and transcripts of committee hearings are kept, which makes such events publicly accessible to a broad range of stakeholders.

In addition, based on hearing results, committees must adopt recommendations with specific demands for implementation of developed positions by public agencies and their officials, which ensures successful implementation of the necessary changes. The analysis showed that the vast majority of committees that held committee hearings in 2020 adopted and published relevant recommendations. However, there is currently no single mechanism for all committees to further monitor the implementation of such recommendations.

For instance, secretariat employees of some committees "supervise" the implementation of recommendations and regularly request reports on it. The regularity is different and left to the committees' own discretion.

In view of the above, it makes sense to disclose information on the situation with the implementation of recommendations developed at committee hearings and publish regular reports indicating which recommendations have been implemented and which have not and why.

> ◎ **Summary Conclusion**
>
> In 2020, the organizational function suffered the most from the constraints associated with the COVID-19 pandemic. All parliamentary hearings were canceled, and only 1 committee managed to hold them. Half of the committees never held committee hearings. There is no single mechanism for all committees to further monitor the implementation of the recommendations provided after hearings. There is a general trend of a significant workload due to a significant number of citizen appeals, with 21 committees receiving about 60,000 appeals in the review year. The negative trend is that 1/3 of the committees do not publish reports, and only 2 out of 23 committees reflect all the necessary information.

❶ Recommendations

🌑 In order to improve the quality of reporting, we recommend that each committee publish the reports on the committee's website in a timely manner, namely before the last day of the relevant session, and entitle them Committee Report. The content of the report should be complete, i.e. contain information on all components of the committees' functions. Supervisory function merits special attention in reports, since it is this component that often goes disregarded in current reports. If the committee did not carry out certain activity during the reporting period, this should also be noted in the report. It is advisable to approve a single report form for all committees.

🌑 Among other activities, we recommend organizing and conducting committee hearings with subsequent provision of recommendations. When committee hearings are organized, the event should be announced in advance to engage the broad public and publish the agenda and all necessary information beforehand as opposed to right before the event. After committee hearings, materials, transcripts, and recommendations should be provided in the shortest term possible. We recommend developing a single procedure for control over the implementation of the provided recommendations, as well as to provide for the need to report on the consequences of such control. Subsequent information on the status of implementation of such recommendations should also be published.

2. Assessment of Stakeholder Engagement in Parliamentary Committees' Activity in 2020

In this section, we will describe stakeholder engagement in the activity of Verkhovna Rada committees, the research and its methodology, the general scores of completeness and depth of stakeholder engagement in the implementation of the legislative, supervisory, and organizational functions.

2.1. Analytical Framework

2.1.1. The Role of Stakeholders in the Activities of Parliamentary Committees

The activities of Verkhovna Rada committees are tied to decision-making in public interests. Although parliamentarians cannot be experts on all the issues they need to address, they are accountable to those who work and live by the laws they pass. This requires extensive consultation with those affected by such laws.

> *For example, in the United States, holding detailed committee hearings, which can take more than one day, is an integral part of the legislative process, consolidating support for certain legislative decisions[1].*

Reputable Ukrainian and foreign studies claim that the involvement of stakeholders at the stage of political decision-making significantly contributes to further successful implementation of such decisions[2]. If the views and ideas of stakeholders are properly considered in the course of the committees' activities, this will improve the quality of the decisions made and be more likely to guarantee their public recognition and satisfaction. This does not mean that MPs must agree with everyone. However, this does mean that committees will be better equipped to perform their functions if their decisions are informed by the opinions of a broad range of stakeholders[3].

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1. Zozulia, O.I. Main Types, Vectors, and Role of Parliament Committees (Commissions) in Foreign Countries. Law Forum. 2018. Book 53(5).

2. Public Administration Review. Dec., 2006. Vol. 66. Special Issue: Collaborative Public Management. Pp. 66–75.

3. Parliaments Role in Implementing the SDGs. United Nations Development Program. 2017.

Timeline comparison:
unilateral decision vs. participatory decision [1]

unilateral decision — identifying the problem — making the decision — implementation

participatory decision — identifying the problem — making the decision — implementation
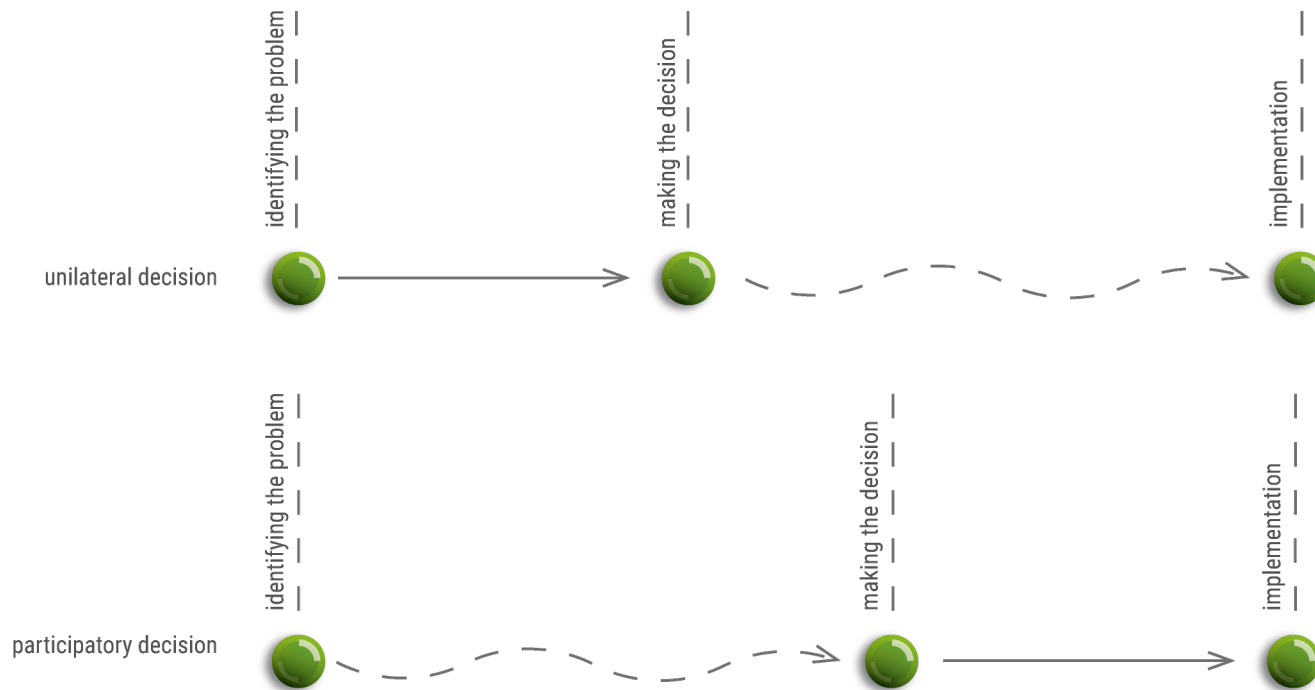
1. Source: Creighton J. L. The public participation handbook : making better decisions through citizen involvement

Creation of effective and accountable institutions based on a broad range of institutions at all levels is one of the UN sustainable development goals[1]. To achieve it, parliaments must ensure accountable and inclusive decision-making at all levels on the basis of citizen participation. Ukraine has also made corresponding commitments, and in 2019 the Decree of the President of Ukraine was issued "On Ukraine's Sustainable Development Goals by 2030.[2]"

"On Ukraine's Sustainable Development Goals by 2030." In addition, facilitating communication and interaction of the Verkhovna Rada with the public, civil society, media and other stakeholders is one of the ways to achieve the goals formalized in the Memorandum of Understanding between the European Parliament and the Verkhovna Rada of Ukraine on a joint framework for parliamentary support and capacity building[3].

An effective parliament oriented towards the future inherently includes the concept of representation, i.e. it acts for the benefit of those it represents by maintaining connection to the latter. Politicians are often guided by the party position and current political trends. At the same time, if citizens are involved, it implies the possibility of a rational discourse to ensure more effective representation. This discourse directly links democracy to public participation and ties the public's position to the decision-making process at the national level[4].

USA

According to the study "Impact of Interest Group Testimony on Lawmaking in Congress," there are over 20,000 groups of stakeholders actively involved with the US government, with 89% lobbying policies in Congress committees[1].

The United Kingdom

The UK government and parliament aim to improve overall public participation in the legislative process. They usually hold broad consultations on legislative initiatives. The procedure of "White Books" and "Green Books" is used for step-by-step discussion and consultation on various policy decisions. Stakeholders are invited to express their views throughout the process, and it is made available to the public through the use of information and communication technologies and the Internet.

Thus, effective performance of the above functions by Verkhovna Rada committees is affected by engagement of stakeholders, which should be a key aspect of committees' work. A "stakeholder" is any person involved in the policy-making in a certain sector or impacted by the implementation of such a policy.

There are always more stakeholders than it would seem initially obvious, and they always have more needs than you originally realize.

Tom Gilb[1]

Speaking about stakeholder engagement, we mean one-off or regular involvement of stakeholders in the activity of Verkhovna Rada committees in the implementation of their legislative, supervisory, and organizational functions (or their components) at any stage.

1. https://www.ua.undp.org/content/ukraine/uk/home/library/sustainable- development-report/the-2030-agenda-for-sustainable-development.html.

2. https://zakon.rada.gov.ua/laws/show/722/2019#Text.

3. https://zakon.rada.gov.ua/laws/show/n0002001-15#Text.

4. https://parlament.org.ua/upload/docs/Parliamentary_inf-support.

1. Kasniunas N. T. Impact of Interest Group Testimony on Lawmaking in Congress. Loyola University Chicago. 2009. https://ecommons.luc.edu/cgi/viewcontent.cgi?referer=&httpsredir=1&article=1219&context=luc_dis-spdf?fbclid=IwAR3lcPdDFvYdb0IOE_x3b1UouRhq3VFIU7TWcT2JhZUSu-1WYe Eb737-Gdio.

1. Gilb T. Competitive Engineering : A Handbook For Systems Engineering, Requirements Engineering, and Software Engineering Using Planguage. Elsevier Butterworth-Heinemann, 2005.

We analyzed stakeholder engagement in the following components of committees' functions:

🔸 **Legislative function:**
• development of draft laws;
• improvement of draft laws before the second reading;
• development or consideration of national programs/ strategies.

🔸 **Supervisory function**
• analyzing the practice and shortcomings of law application by public agencies, local self-government agencies, and their officials;
• control over the execution of the State Budget of Ukraine (for example, consideration of audit results on the use of the national budget by the relevant ministry or other public agencies);
• interaction with the Parliament Commissioner for Human Rights on situations of human rights violations;
• sending materials for response to Parliament agencies, public agencies and their officials;
• consideration of reports and information from public agencies and officials;
• control over the activities of special purpose agencies (including state bodies with law enforcement functions, intelligence bodies, etc.).

🔸 **Organizational function**
• organizing parliamentary hearings;
• organizing committee hearings, round tables, and other committee events;
• preliminary discussion of candidacies of officials selected, appointed or approved by the Verkhovna Rada, or whose appointment requires parliamentary consent;
• organization of interparliamentary activities and/or international cooperation of the committee.

2.1.2. Research methods of stakeholder engagement in parliamentary committees' activity

The object of monitoring of stakeholder engagement in the activity of Verkhovna Rada committees is the completeness and depth of their engagement.

The completeness of stakeholder engagement reflects the share of stakeholders engaged by each committee compared to their total identified number and types:

🔸 government stakeholders (public agencies, local self-government agencies, their officials, public higher educational establishments and research institutions);

🔸 non-governmental organizations (experts, NGOs specializing in this subject, expert groups, private educational establishments and research institutions, business representatives, etc.);

🔸 international partners (international organizations and projects, international technical assistance programs, other types).

We determined the completeness of stakeholder engagement by analyzing committee documents; information posted on the electronic resources of the committees (official websites, social media), the answers of the committees to appeals and requests for access to public information; publications on official websites and social networks of stakeholders. We identified the stakeholders of each Verkhovna Rada committee (over 2,500 unique stakeholders) who were engaged in the implementation of the legislative, organizational, and supervisory function of Verkhovna Rada committees in 2020. Having considered the information on all identified stakeholders, we were able not only to determine the share of stakeholders involved by each committee in their total number, but also to analyze which ones we did not or could not identify for objective reasons.

As a result, quantitative deviations from the actual number of stakeholders engaged by the committees in 2020 are possible. In order to make the data representative, all figures characterizing completeness will be displayed as percentages of the total number of identified stakeholders. This approach will maintain the appropriate proportionality of the data, and the reflection of the full involvement of stakeholders in the activities of various committees will be objective.

The depth of stakeholder engagement reflects the achievement of a certain level of stakeholder engagement in the implementation of committee functions. The depth of engagement primarily shows how closely committees interact with stakeholders while implementing their key functions (legislative, organizational, and supervisory). In practice, there are many systems for assessment of stakeholder interaction, but the most expedient one in our case is the participation matrix. This approach makes it possible to visualize the stages of the policy-making process and their link to the engagement level[1].

1. Code of Good Practice for Civil Participation in the Decision-Making Process. https://rm.coe.int/16802eeddb

We identify 4 levels of stakeholder engagement in the committee activity:

Mostly unilateral:

1. Information

Unilateral relations where a committee provides information about its execution of the legislative, supervisory, and organizational functions and about the mechanisms of stakeholder participation in this activity or requests the necessary information from stakeholders. These relations include informing stakeholders at the initiative of either the committee or the stakeholder, as well as providing information at the request of the public (under the Law of Ukraine "On Access to Public Information.")

2. Consultations

Communication in which the committee receives comments, remarks, proposals from stakeholders or holds consultations with the public on certain aspects of the legislative, supervisory, and organizational functions, which are still ongoing or complete. Consultations are usually initiated by the committee, and they are normally a unilateral process that does not involve an exchange of positions.

It should be noted that high levels of participation absorb lower ones. This does not mean that achieving the level of partnership is an absolute goal in the interaction of committees and stakeholders. The need for a certain level of stakeholder engagement largely depends on the context. That is, not all issues with stakeholder engagement require bilateral communication, while on some issues, high-level engagement is desirable and most beneficial. For example, the process of drafting a bill regulating a certain economic sector requires bilateral communication with market representatives and the business community, since unilateral information will be insufficient for the committee to understand their position. On the other hand, to analyze the effectiveness of an approved specific decision, the committee may receive the necessary comments by consulting the stakeholder.

The depth of stakeholder engagement was established through a survey. All previously identified stakeholders took the survey (questionnaire), and some participated in in-depth

Mostly bilateral:

3. Dialogue

Bilateral communication between stakeholders and the committee, in which stakeholders have the opportunity to present their position or do so, receive reasoned feedback in a discussion and can respond to these arguments. The dialogue can be initiated by either party. Dialogue usually involves several (more than two) episodes of interaction pertaining to the same issue.

4. Partnership

Bilateral communication, in which the committee and the stakeholder exchange various resources (for example, organize joint activities), and the cooperation is systematic and mostly involves joint resolution of various issues related to the committee's purview.

interviews. It should be noted that to ensure representation, we surveyed different types of stakeholders on the activity of different committees. In order to balance the positions and objectivity of the obtained data, surveys (questionnaires) and in-depth interviews were also conducted with representatives of committee leadership and secretariats.

In order to establish the depth of stakeholder engagement, we analyzed the data of surveys on the form of engagement for each specific function component in which a stakeholder was involved. Each form of engagement corresponds to a certain level of participation, with the highest actual form trumping the others.

Forms and Levels of Stakeholder Engagement

Information

- obtaining information from the reports published by the committee based on the results of its activities, minutes of meetings, announcements and other information
- receiving responses to requests
- committee providing information at its own initiative

Consultations

- providing information at the request of the committee
- participation in public discussions, round tables, conferences and other events organized by the committee
- participation of committee representatives in public discussions, round tables, conferences and other events organized by the stakeholder
- participation in public discussions on the website of the Parliament or the committee (for example, http://itd.rada.gov.ua/services/pubd)
- participation in one meeting of the committee / subcommittee on a specific issue

Dialogue

- participation in several meetings of the committee / subcommittee on specific issues
- participation in committee hearings on a specific issue
- participation in a working group to work out a solution or resolve a specific problem
- participation in public advisory bodies with the chance to influence decision-making by the committee

Partnership

- participation in measures taken to achieve consensus (joint appeal to public authorities and further control over the implementation of the decision; joint measures together with the ombudsman aimed at stopping citizens' rights violations, etc.)
- strategic partnerships (memorandum of cooperation, informal agreements, constant information/participation of the stakeholder in the process of the committee's work), provision of information by the committee at its own initiative

By surveying the stakeholders, we were able to quantify their satisfaction with their engagement level in the implementation of each committee function and the impact of such engagement. Satisfaction was measured by the stakeholders on a scale from 0 to 10, where 0 stood for absolutely insufficient engagement, and 10 — for absolutely sufficient engagement. Impact on policy decisions was also assessed on a scale from 0 to 10, where 0 stood for no impact, and 10 for strong impact.

In addition, we learned the views of committee representatives on the effectiveness of cooperation with different types of stakeholders. They could assess how effective their cooperation with every type of stakeholders was on a scale from 0 to 10, where 0 stood for completely ineffective, and 10 for very effective.

Particular attention in the analysis is paid to the interaction of committees with higher education institutions and research institutions. One of the main recommendations of the Report on Sustainable Development in Europe for 2019 was a call to European governments at all levels to involve science on a broader scale in developing ways to achieve sustainable development goals and meet their objectives[1]. In order to obtain data on their interaction with the committees of the Verkhovna Rada committees, we sent inquiries to the higher education institutions which were included in the top 30 academic rankings of higher education institutions Top 200 Ukraine 2020, developed by the Center for International Projects «Euroeducation» in partnership with IREG Observatory on Academic Ranking and Excellence, and additionally to some prominent research institutions[2].

A total of 28 detailed responses were received, which became the basis for an analysis of the engagement of higher education institutions and research institutions in the implementation of functions by the Verkhovna Rada committees.

It should be noted that the data on the engagement of stakeholders in the activities of the Committee on Freedom of Speech cannot be considered sufficient for comparison with other committees due to too low legislative activity of this committee in 2020, and of the Committee on Rules of Procedure, Parliamentary Ethics and Administration of Verkhovna Rada's Work due to too low numbers of engaged stakeholders.

Thus, the study of stakeholder involvement in the activities of Verkhovna Rada committees provides an opportunity to assess the real state of such interaction at the general level and to analyze the completeness and depth of stakeholder engagement in the activities of each committee. The results helped to formulate both general recommendations for all committees and stakeholders to improve such interaction and to provide specific advice to each committee in order to strengthen certain aspects of stakeholder engagement in their work.
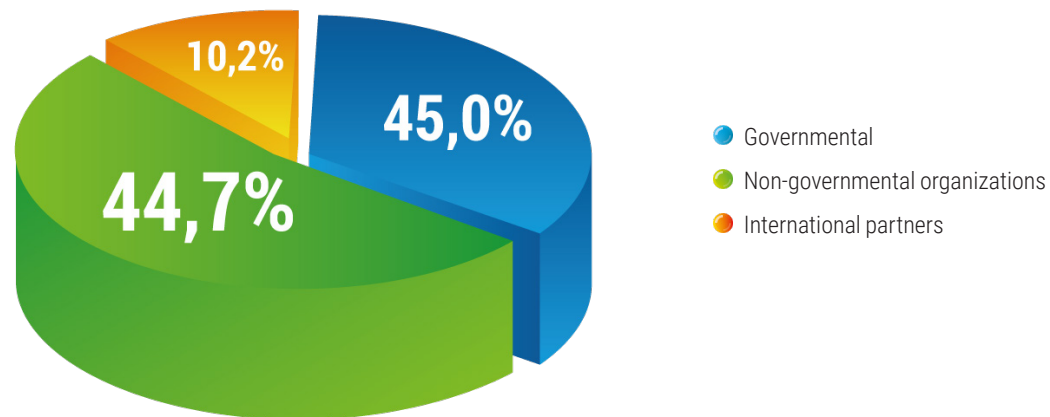
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1. 2019 Europe Sustainable Development Report: Towards a strategy for achieving the Sustainable Development Goals in the European Union // Sustainable Development Solutions Network (SDSN) and the Institute for European Environmental Policy (IEEP), November 2019.
2. Rating of Top 200 Ukrainian Universities in 2020. http://osvita.ua/vnz/rating/74898

2.2. Generalized Findings on Stakeholder Engagement in Committee Activity

Having examined the completeness and depth of stakeholder engagement in the implementation of the legislative, supervisory, and organizational functions of each committee of the Verkhovna Rada, we can reflect the generalized findings of the situation in 2020. The survey of committee representatives provided an opportunity to reflect their position on cooperation with stakeholders in 2020.

The general structure of stakeholders involved in the work of the Verkhovna Rada committees in 2020

- Governmental
- Non-governmental organizations
- International partners

45,0%

44,7%

10,2%

Rating of Verkhovna Rada committees by share of engaged stakeholders in 2020.
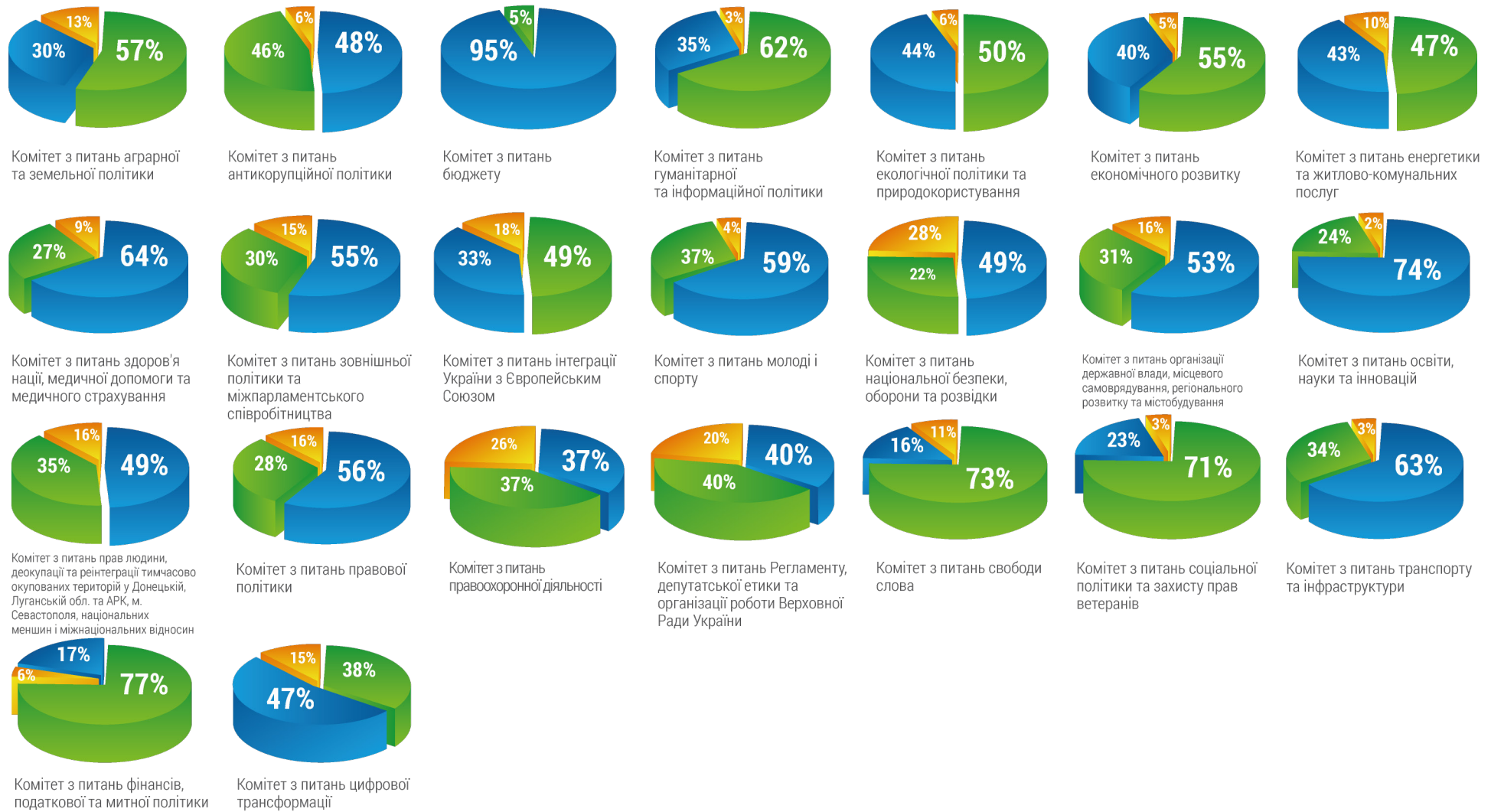
Комітет з питань здоров'я нації, медичної допомоги та медичного страхування — **12,5%**

Комітет з питань екологічної політики та природокористування — **11,1%**

Комітет з питань гуманітарної та інформаційної політики — **7,7%**

Комітет з питань освіти, науки та інновацій — **6,8%**

Комітет з питань соціальної політики та захисту прав ветеранів — **6,4%**

Комітет з питань організації державної влади, місцевого самоврядування, регіонального розвитку та містобудування — **6,3%**

Комітет з питань інтеграції України з Європейським Союзом — **5,6%**

Комітет з питань економічного розвитку — **5%**

Комітет з питань молоді і спорту — **4,5%**

Комітет з питань фінансів, податкової та митної політики — **4,3%**

Комітет з питань транспорту та інфраструктури — **3,6%**

Комітет з питань антикорупційної політики — **3,2%**

Комітет з питань свободи слова — **3%**

Комітет з питань цифрової трансформації — **3%**

Комітет з питань енергетики та житлово-комунальних послуг — **2,8%**

Комітет з питань правової політики — **2,8%**

Комітет з питань бюджету — **2,7%**

Комітет з питань аграрної та земельної політики — **2,3 %**

Комітет з питань правоохоронної діяльності — **2,3 %**

Комітет з питань зовнішньої політики та міжпарламентського співробітництва — **2%**

Комітет з питань прав людини, деокупації та реінтеграції тимчасово окупованих територій у Донецькій, Луганській обл. та АРК, м. Севастополя, національних меншин і міжнаціональних відносин — **1,9%**

Комітет з питань національної безпеки, оборони та розвідки — **1,3%**

Комітет з питань Регламенту, депутатської етики та організації роботи Верховної Ради України — **0,3%**

Completeness of stakeholder engagement by each VRU committee in 2020 (% of the total number identified) and their structure

57% 30% 13%
Комітет з питань аграрної та земельної політики

48% 46% 6%
Комітет з питань антикорупційної політики

95% 5%
Комітет з питань бюджету

62% 35% 3%
Комітет з питань гуманітарної та інформаційної політики

50% 44% 6%
Комітет з питань екологічної політики та природокористування

55% 40% 5%
Комітет з питань економічного розвитку

47% 43% 10%
Комітет з питань енергетики та житлово-комунальних послуг

64% 27% 9%
Комітет з питань здоров'я нації, медичної допомоги та медичного страхування

55% 30% 15%
Комітет з питань зовнішньої політики та міжпарламентського співробітництва

49% 33% 18%
Комітет з питань інтеграції України з Європейським Союзом

59% 37% 4%
Комітет з питань молоді і спорту

49% 22% 28%
Комітет з питань національної безпеки, оборони та розвідки

53% 31% 16%
Комітет з питань організації державної влади, місцевого самоврядування, регіонального розвитку та містобудування

74% 24% 2%
Комітет з питань освіти, науки та інновацій

49% 35% 16%
Комітет з питань прав людини, деокупації та реінтеграції тимчасово окупованих територій у Донецькій, Луганській обл. та АРК, м. Севастополя, національних меншин і міжнаціональних відносин

56% 28% 16%
Комітет з питань правової політики

37% 37% 26%
Комітет з питань правоохоронної діяльності

40% 40% 20%
Комітет з питань Регламенту, депутатської етики та організації роботи Верховної Ради України

73% 16% 11%
Комітет з питань свободи слова

71% 23% 3%
Комітет з питань соціальної політики та захисту прав ветеранів

63% 34% 3%
Комітет з питань транспорту та інфраструктури

77% 17% 6%
Комітет з питань фінансів, податкової та митної політики

47% 38% 15%
Комітет з питань цифрової трансформації

Форми залучення стейкхолдерів до діяльності комітетів ВРУ у 2020 році:

надавали інформацію комітету/членам комітету за власною ініціативою — **52%**

брали участь у громадських обговореннях, круглих столах, коференціях, та інших заходах, організованих комітетом — **51%**

отримування інформації з опублікованих комітетом звітів за наслідками своєї діяльності, протоколів, засідань, анонсів та іншої інформації — **41%**

брали участь у кількох засіданнях комітету/підкомітету з конкретного питання — **40%**

представники комітету брали участь у громадських обговореннях, круглих столах, конференціях, організованих організацією — **36%**

отримували інформацію з опублікованих комітетом звітів за наслідками своєї діяльності, протоколів, засідань, анонсів та ін. — **31%**

брали участь у робочій групі для напрацювання рішення чи вирішення конкретної проблеми — **26%**

отримували відповіді на звернення чи запити, що надсилалися комітету — **25%**

брали участь у слуханнях комітету з конкретного питання — **18%**

встановили стратегічні пратнерські зв'язки з комітетом — **16%**

брали участь в одному засіданні комітету/підкомітету з конкретного питання — **13%**

брали участь у консенсусних заходах — **9%**

брали участь у публічних обговореннях законопроєктів на сайті парламенту чи комітету — **9%**

брали участь у громадських консультативно-дорадчих органах із можливістю впливати на прийняття рішеннь — **7%**

Levels of stakeholder participation in the implementation of Verkhovna Rada committee functions in 2020

- dialogue
- consultation
- partnership
- information

Engagement of stakeholders in the performance of the legislative function of Verkhovna Rada committees in 2020

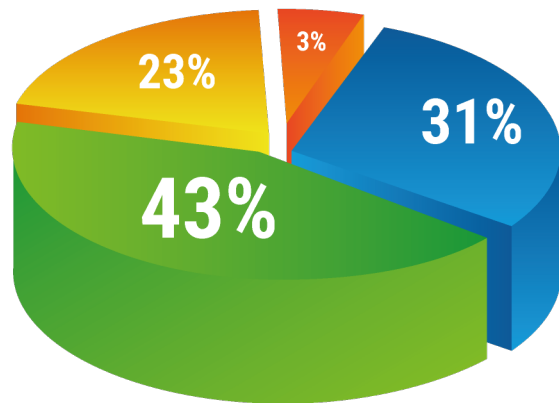**Components of the legislative function of committees in which stakeholders were involved**

development of draft laws — **47%**

improving draft laws before the second reading — **43%**

development or processing of national programs/strategies — **32%**

did not participate in the legislative activity of committees — **20%**

Forms in which stakeholders participated in the implementation of the legislative function of committees

provided information to committee/committee members at their own initiative — **58%**

participated in public discussions, round tables conferences, and other events organized by the committee — **55%**

provided information at the request of the committee or a committee member — **43%**

participated in several committee/subcommittee meetings on a certain issue — **41%**

participated in a working group to resolve a specific problem — **39%**

received information from reports, minutes, announcements and other publications by the committee — **38%**

committee representatives participated in public discussions, round tables, conferences, etc., organized by the organization in question — **37%**

received responses to requests or appeals sent to the committee — **26%**

received information from the committee at its initiative — **26%**

participated in committee hearings dedicated to a specific issue — **22%**

established strategic partnerships with the committee — **18%**

participated in one committee/subcommittee meeting on a certain issue — **17%**

participated in the public discussion of draft laws on the website of the parliament or the committee — **12%**

participated in consensus events — **11%**

participated in public advisory bodies with potential impact on decision-making — **9%**

provided opinions, comments and remarks to the filed draft laws — **2%**

were engaged in other forms — **1%**

developed draft laws — **1%**

Levels of stakeholder participation in the performance of committees' legislative function in 2020

In the implementation of the legislative function, stakeholders were engaged together with another organization/agency

3%

31%

23%

43%

- ● Dialogue
- ● Consultation
- ● Partnership
- ● Information

28%

37%

34%

- ● Yes
- ● No
- ● Difficult to say

Оцінка стейкхолдерів достатності та впливовості свого залучення до реалізації законопроєктної функції комітетів

	Чи достатньо організація/орган влади була залучена до реалізації Комітетом законопроєктної функції впродовж 2020 року?	Насклільки залучення вашої організації/органу влади впродовж 2020 року **вплинуло** на розгляд питання?
Комітет з питань молоді і спорту	8,17	8,55
Комітет з питань екологічної політики та природокористування	6,77	6,67
Комітет з питань освіти та науки	6,75	6,47
Комітет з питань прав людини, деокупації та реінтеграції тимчасово окупованих територій у Донецькій, Луганській обл. та АРК, м. Севастополя, національних меншин і міжнаціональних відносин	6,50	7,30
Комітет з питань організації державної влади, місцевого самоврядування, регіонального розвитку та містобудування	6,35	6,07
Комітет з питань аграрної та земельної політики	6,08	5,69
Комітет з питань цифрової трансформації	6,00	6,75
Комітет з питань енергетики та житлово-комунальних послуг	5,90	6,63
Комітет з питань фінансів, податкової та митної політики	5,74	6,00
Комітет з питань правоохоронної діяльності	5,58	5,15

Комітет з питань бюджету	5,56	5,33
Комітет з питань правової політики	5,47	4,63
Комітет з питань транспорту та інфраструктури	5,17	7,14
Комітет з питань економічного розвитку	4,95	6,06
Комітет з питань соціальної політики та захисту прав ветеранів	4,71	7,00
Комітет з питань гуманітарної та інформаційної політики	4,67	5,83
Комітет з питань зовнішньої політики та міжпарламентського співробітництва	4,67	5,00
Комітет з питань здоров'я нації, медичної допомоги та медичного страхування	4,47	6,75
Комітет з питань антикорупційної політики	4,38	5,17
Комітет з питань національної безпеки, оборони та розвідки	4,00	4,18
Комітет з питань інтеграції України з Європейським Союзом	2,71	3,17

Engagement of stakeholders in the performance of the supervisory function of Verkhovna Rada committees in 2020

Components of the supervisory function of committees in which stakeholders were involved
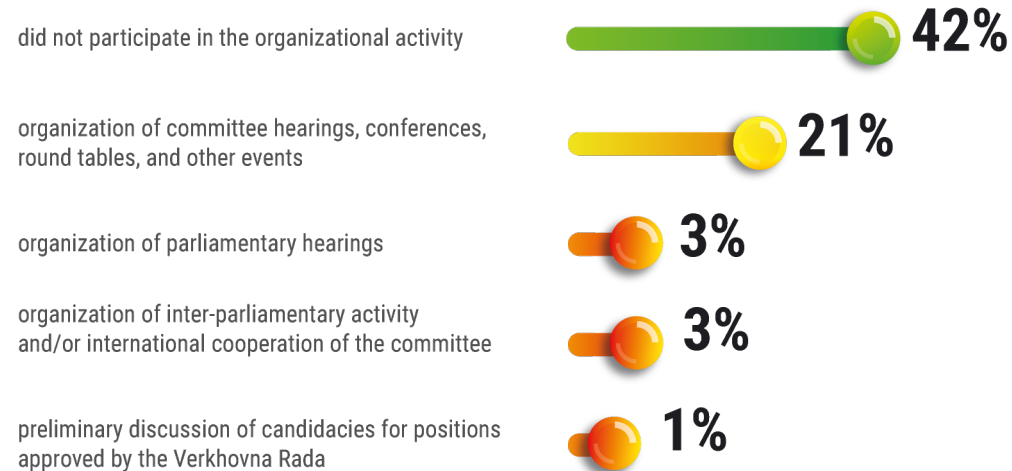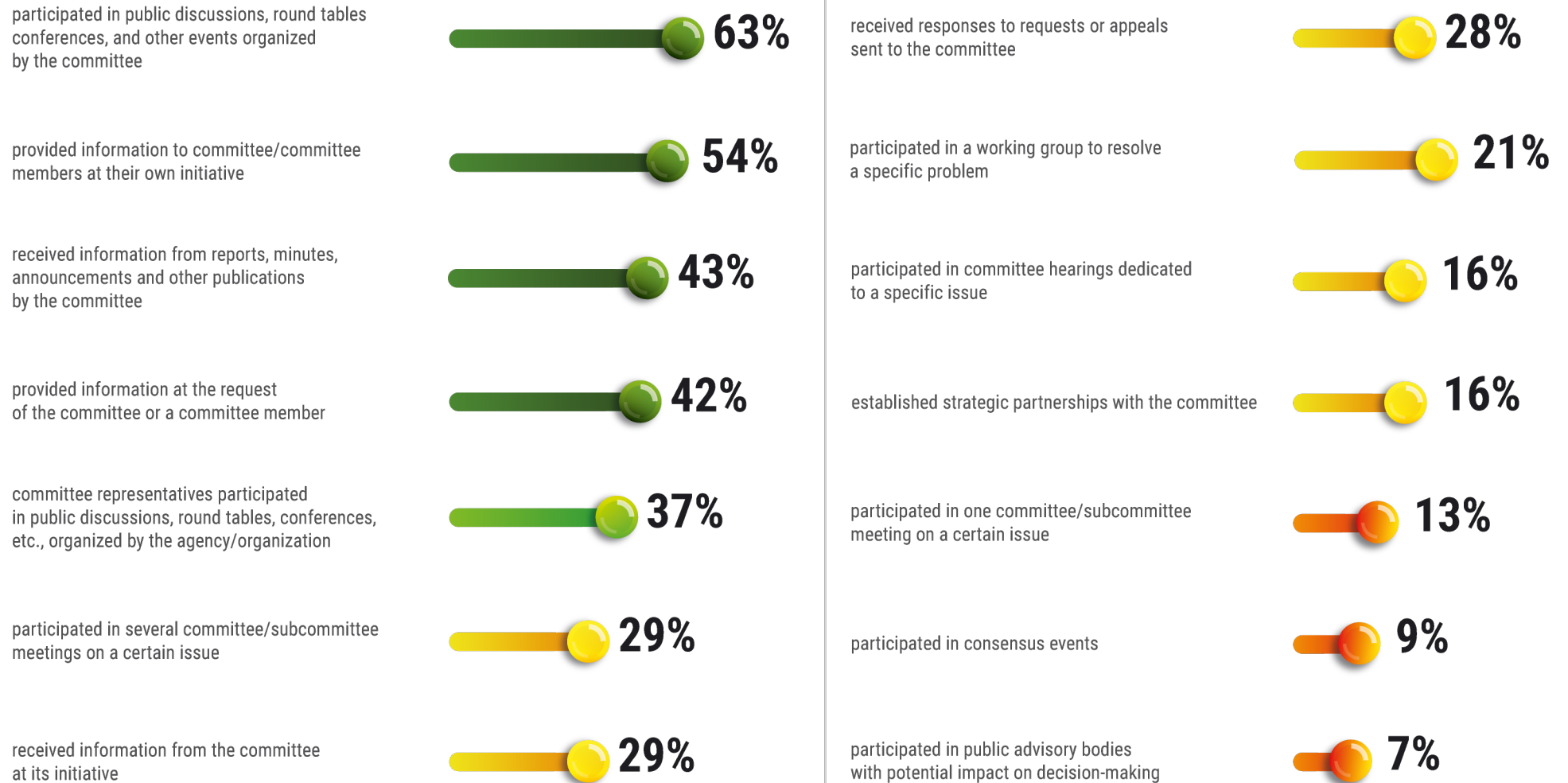
did not participate in supervisory activity — **38%**

analysis of practice and shortcomings of law application — **19%**

consideration of reports and information from public agencies and their officials — **12%**

sending materials to Verkhovna Rada agencies, state agencies and their officials for response — **10%**

control over the implementation of the National Budget of Ukraine — **4%**

interaction with the committee and the Parliament Commissioner for Human Rights concerning human rights violations — **3%**

control over special services — **2%**

Forms of stakeholders' engagement in the supervisory function of committees

provided information to committee/committee members at their own initiative — **43%**

received information from activity reports published by the committee — **39%**

provided information at the request of the committee/committee members — **38%**

participated in public hearings, round tables, conferences, and other events organized by the committee — **35%**

participated in several committee/subcommittee meetings on a specific issue — **34%**

received responses to appeals or requests sent to the committee — **20%**

received information from the committee at its initiative — **20%**

committee representatives participated in public hearings, round tables, conferences organized by the agency/organization — **19%**

participated in committee hearings on a specific issue — **19%**

participated in a working group to develop a solution or resolve a specific problem — **17%**

established strategic partnership with the committee — **13%**

participated in one committee/subcommittee meeting on a specific issue — **9%**

participated in public advisory bodies with potential impact on decision-making — **5%**

Levels of stakeholder participation in the performance of committees' supervisory function in 2020
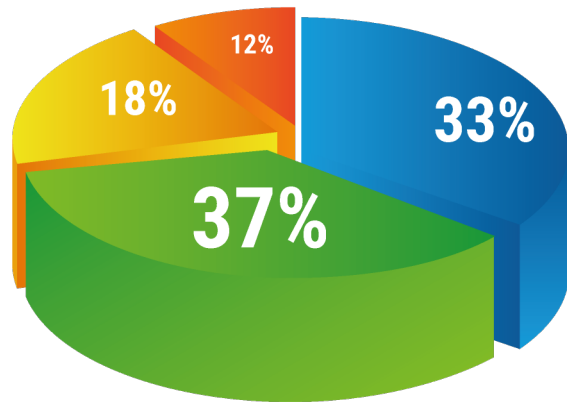
In the implementation of the supervisory function, stakeholders were engaged together with another organization/agency

12%

18%

33%

37%

- Dialogue
- Consultation
- Partnership
- Information

49%

29%

22%

- Yes
- No
- Difficult to say
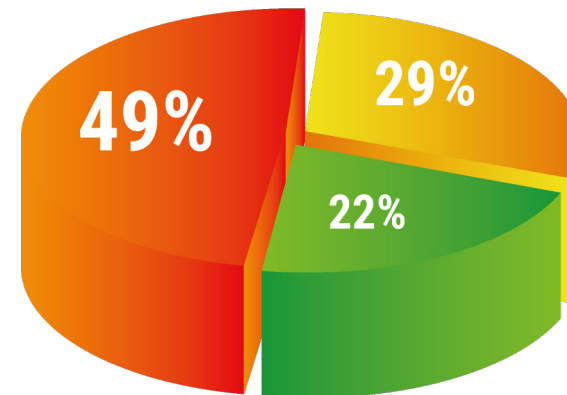
Оцінка стейкхолдерів достатності та впливовості свого залучення до реалізації контрольної функції комітетів

	Чи достатньо організація/орган влади була залучена до реалізації Комітетом законопроєктної функції впродовж 2020 року?	Наскільки залучення вашої організації/органу влади впродовж 2020 року **вплинуло** на реалізацію контрольної функції комітету?			
Комітет з питань транспорту та інфраструктури	7,00	6,60	Комітет з питань фінансів, податкової та митної політики	5,57	5,57
Комітет з питань цифрової трансформації	6,75	6,63	Комітет з питань соціальної політики та захисту прав ветеранів	5,50	5,43
Комітет з питань освіти, науки	6,62	5,89	Комітет з питань організації державної влади, місцевого самоврядування, регіонального розвитку та містобудування	5,42	4,17
Комітет з питань бюджету	6,50	6,40	Комітет з питань гуманітарної та інформаційної політики	5,25	4,33
Комітет з питань антикорупційної політки	6,40	5,60	Комітет з питань економічного розвитку	5,00	5,00
Комітет з питань аграрної та замельної політики	6,29	5,86	Комітет з питань зовнішньої політики та міжпарламентського співробітництва	5,00	4,25
Комітет з питань прав людини, деокупації та реінтеграції тимчасово окупованих територій у Донецькій, Луганській обл. та АРК, м. Севастополя, національних меншин і міжнаціональних відносин	6,14	5,29	Комітет з питань інтеграції України з Європейським Союзом	4,60	4,20
Комітет з питань здоров'я нації, медичної допомоги та медичного страхування	6,00	6,00	Комітет з питань правоохоронної діяльності	4,36	3,80
Комітет з питань правої політики	6,00	3,80	Комітет з питань національної безпеки, оборони та розвідки	4,13	4,71
Комітет з екологічної політики та природокористування	5,67	5,44	Комітет з питань енергетики та житлово-комунальних послуг	4,00	4,00

Engagement of stakeholders in the performance of the organizational function of Verkhovna Rada committees in 2020

Components of the organizational function of committees in which stakeholders were involved

did not participate in the organizational activity — **42%**

organization of committee hearings, conferences, round tables, and other events — **21%**

organization of parliamentary hearings — **3%**

organization of inter-parliamentary activity and/or international cooperation of the committee — **3%**

preliminary discussion of candidacies for positions approved by the Verkhovna Rada — **1%**

Forms in which stakeholders participated in the implementation of the organizational function of committees

participated in public discussions, round tables conferences, and other events organized by the committee — **63%**

provided information to committee/committee members at their own initiative — **54%**

received information from reports, minutes, announcements and other publications by the committee — **43%**

provided information at the request of the committee or a committee member — **42%**

committee representatives participated in public discussions, round tables, conferences, etc., organized by the agency/organization — **37%**

participated in several committee/subcommittee meetings on a certain issue — **29%**

received information from the committee at its initiative — **29%**

received responses to requests or appeals sent to the committee — **28%**

participated in a working group to resolve a specific problem — **21%**

participated in committee hearings dedicated to a specific issue — **16%**

established strategic partnerships with the committee — **16%**

participated in one committee/subcommittee meeting on a certain issue — **13%**

participated in consensus events — **9%**

participated in public advisory bodies with potential impact on decision-making — **7%**

Levels of stakeholder participation in the performance of committees' organizational function in 2020
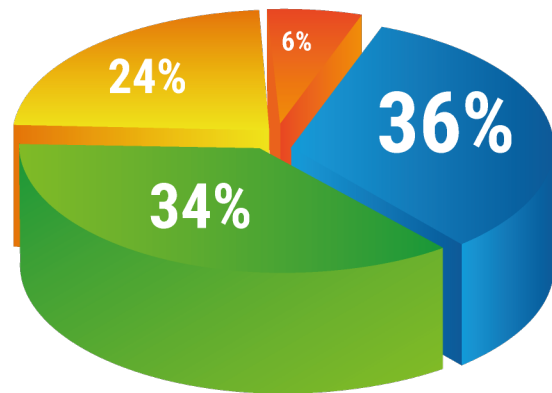
In the implementation of the organizational function, stakeholders were engaged together with another organization/agency

36%
34%
24%
6%

- Dialogue
- Consultation
- Partnership
- Information

41%
33%
26%

- Yes
- No
- Difficult to say
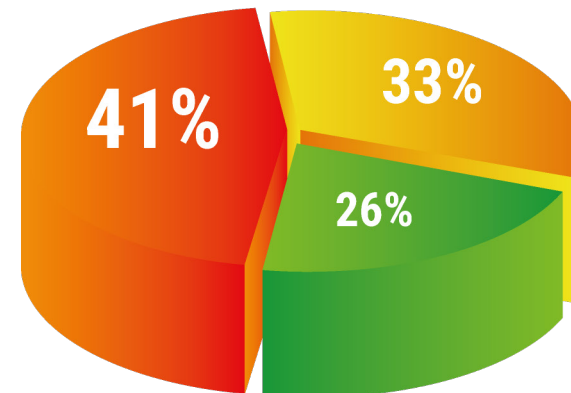
Оцінка стейкхолдерів достатності та впливовостісвого залучення до реалізації організаційної функції комітетів

	Чи достатньо організація/орган влади була залучена до реалізації Комітетом законопроєктної функції впродовж 2020 року?	Наскільки залучення вашої організації/ограну влади впродовж 2020 року **вплинуло** на реалізацію організаційної функції комітету?
Комітет з питань молоді і спорту	7,75	6,33
Комітет з питань транспорту та інфраструктури	6,67	6,33
Комітет з екологічної політики та природокористування	6,58	5,67
Комітет з питань здоров'я нації, медичної допомоги та медичного страхування	6,00	6,75
Комітет з питань правової політки	6,00	6,67
Комітет з питань цифрової трансформації	6,00	6,60
Комітет з питань освіти, науки та інновацій	5,60	7,00
Комітет з питань соціальної політики та захисту прав ветеранів	5,57	5,14
Комітет з питань аграрної та земельної політики	5,50	4,83
Комітет з питань інтеграції України з Європейським Союзом	5,00	4,50

Комітет з питань прав людини, деокупації та реінтеграції тимчасово окупованих територій у Донецькій, Луганській обл. та АРК, м. Севастополя, національних меншин і міжнаціональних відносин	5,00	6,33
Комітет з питань енергетики та житлово-комунальних послуг	4,80	6,00
Комітет з питань гуманітарної та інформаційної політики	4,50	5,67
Комітет з питань зовнішньої політики та міжпарламентського співробітництва	4,50	4,50
Комітет з питань організації державної влади, місцевого самоврядування, регіонального розвитку та містобудування	4,29	5,17
Комітет з питань бюджету	4,00	5,00
Комітет з питань національної безпеки, оборони та розвідки	4,00	3,40
Комітет з питань фінансів, податкової та митної політики	3,75	4,00
Комітет з питань економічного розвитку	2,67	2,33
Комітет з питань правохоронної діяльності	2,25	3,50
Комітет з питань антикорупційної політики	1,00	

The situation with engagement of higher educational establishments and research institutions in the activity of parliamentary committees in 2020

Appeals of Verkhovna Rada committees with requests to submit opinions on draft laws

Among 28 higher education establishments and research institutions:

approached — 61%;

did not approach — 25%;

could not give a clear answer — 14%.

61%

25%

14%
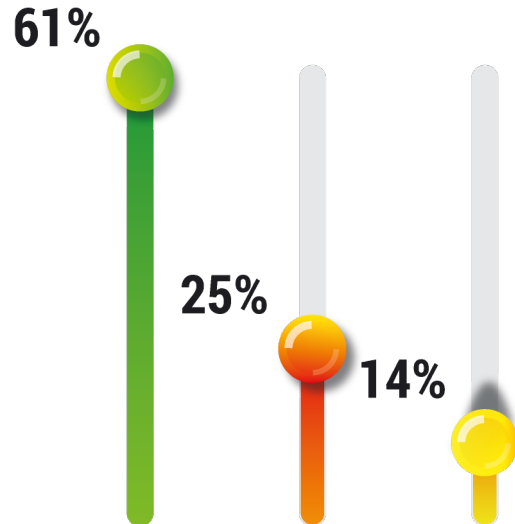
Invitation to committee meetings

Among 28 higher education establishments and research institutions:

were invited — 50%;

were not invited — 29%;

could not give a clear answer — 21%.

51%

29%

21%
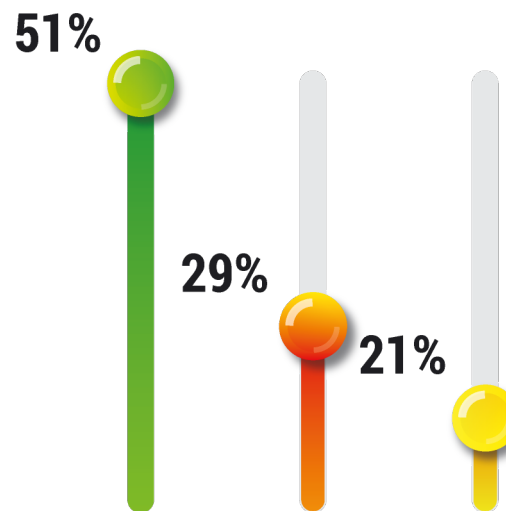
Cooperation in other forms (information, public consultations, round tables, conferences, involvement in advisory bodies, committee or parliamentary hearings, etc.)

Among 28 higher education establishments and research institutions:

cooperated — 75%;

did not cooperate — 11%;

could not give a clear answer — 14%.

75%

11%

14%
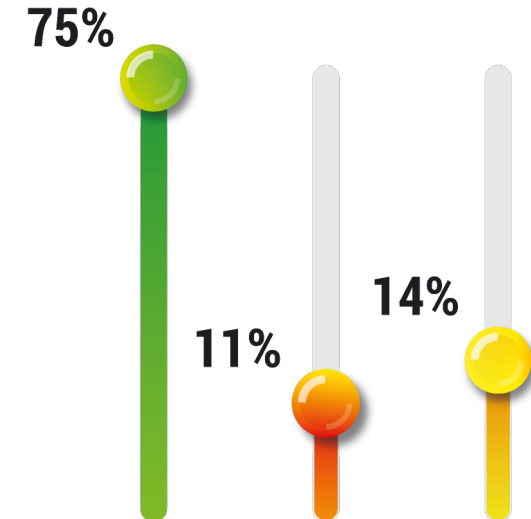
Рейтинг комітетів за кількістю залучених провідних закладів вищої освіти та наукових установ

Комітет з питань освіти, науки та інновацій — **14**

Комітет з питань здоров'я нації, медичної допомоги та медичного страхування — **6**

Комітет з питань правоохоронної діяльності — **6**

Комітет з питань екологічної політики та природокористування — **5**

Комітет з питань організації державної влади, місцевого самоврядування, регіонального розвитку та містобудування — **5**

Комітет з питань правової політики — **5**

Комітет з питань прав людини, деокупації та реінтеграції тимчасово окупованих територій у Донецькій, Луганській обл. та АРК, м. Севастополя, національних меншин і міжнаціональних відносин — **4**

Комітет з питань соціальної політики та захисту прав ветеранів — **4**

Комітет з питань аграрної та земельної політики — **3**

Комітет з питань гуманітарної та інформаційної політики — **3**

Комітет з питань фінансів, податкової та митної політики — **3**

Комітет з питань цифрової трансформації — **3**

Комітет з питань бюджету — **2**

Комітет з питань енергетики а житлово-комунальних послуг — **2**

Комітет з питань національної безпеки, оборони та розвідки — **2**

Комітет з питань економічного розвитку — **1**

Комітет з питань інтеграції України з Європейським Союзом — **1**

Комітет з питань Регламенту, депутатської етики та організації роботи Верховної Ради України — **1**

Комітет з питань транспорту та інфраструктури — **1**

Комітет з питань зовнішньої політики та міжпарламентського співробітництва — **0**

Комітет з питань Регламенту, депутатської етики та організації роботи Верховної Ради України — **0**

Комітет з питань свободи слова — **0**

Комітет з питань молоді і спорту[1]

1. Взаємодіють з профільними ЗВО, які не входять в першу тридцятку з рейтингу, наприклад з Державним інститутом сімейної та молодіжної політики.

Positions of Verkhovna Rada committee representatives on their cooperation with stakeholders in 2020

Types of stakeholders with whom the committees cooperated

Stakeholder	Percentage
public agencies, local self-government agencie	94%
Ukrainian non-governmental organizations	84%
international organizations	69%
educational and research institutions	63%
municipal/national enterprises	59%
other	9%
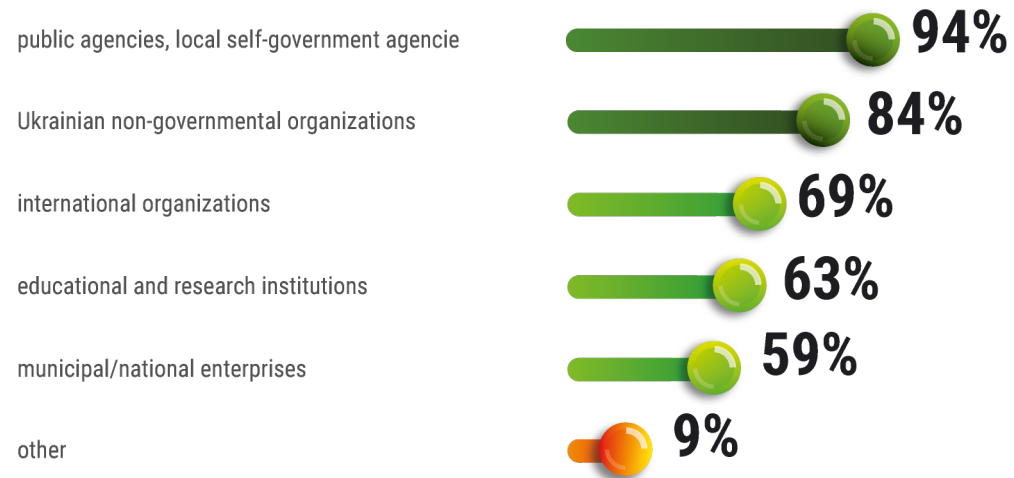
Functions that various types of stakeholders were involved in

	Legislative	Supervisory	Organizational	Difficult to say
public agencies, local self-government agencies	83%	53%	40%	7%
Ukrainian non-governmental organizations	78%	41%	37%	15%
international organizations	73%	23%	41%	9%
educational and research institutions	75%	20%	40%	15%
municipal/national enterprises	63%	32%	32%	11%
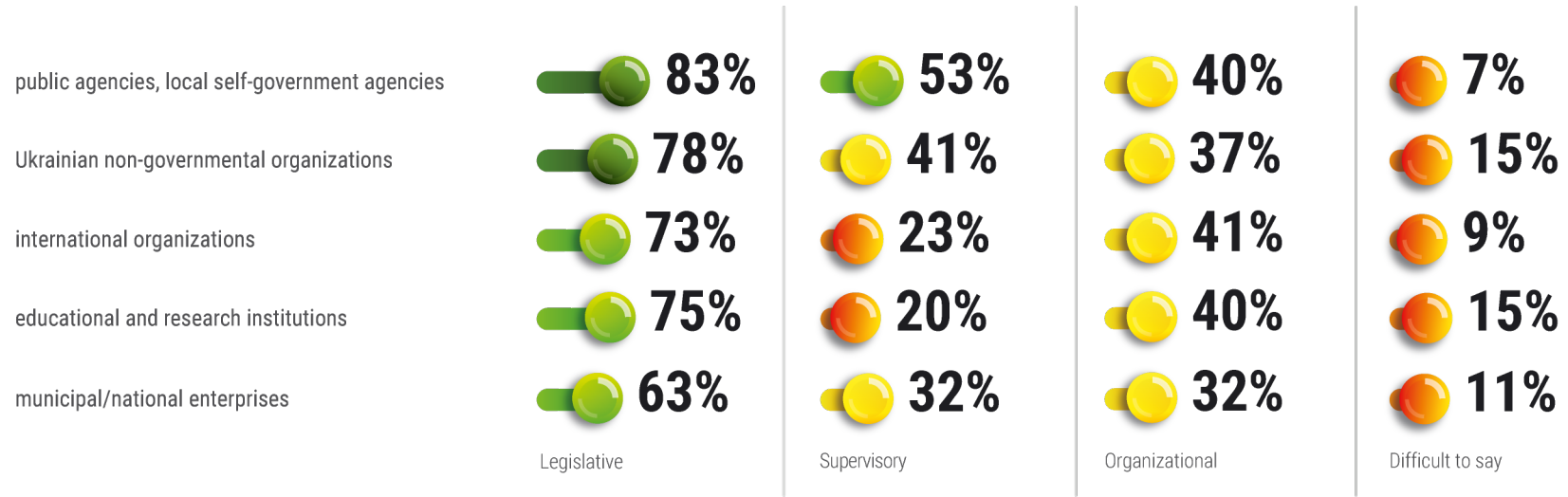
Participation levels of various stakeholders involved in committee activity

	Public agencies, local self-government agencies	Municipal/national enterprises	Educational and research institutions	Ukrainian non-governmental organizations	International organizations
information	3%	28%	13%	6%	6%
consultations	9%	13%	25%	31%	22%
dialogue	13%	25%	19%	25%	22%
partnership	59%	6%	19%	22%	31%
difficult to say	16%	28%	25%	16%	19%
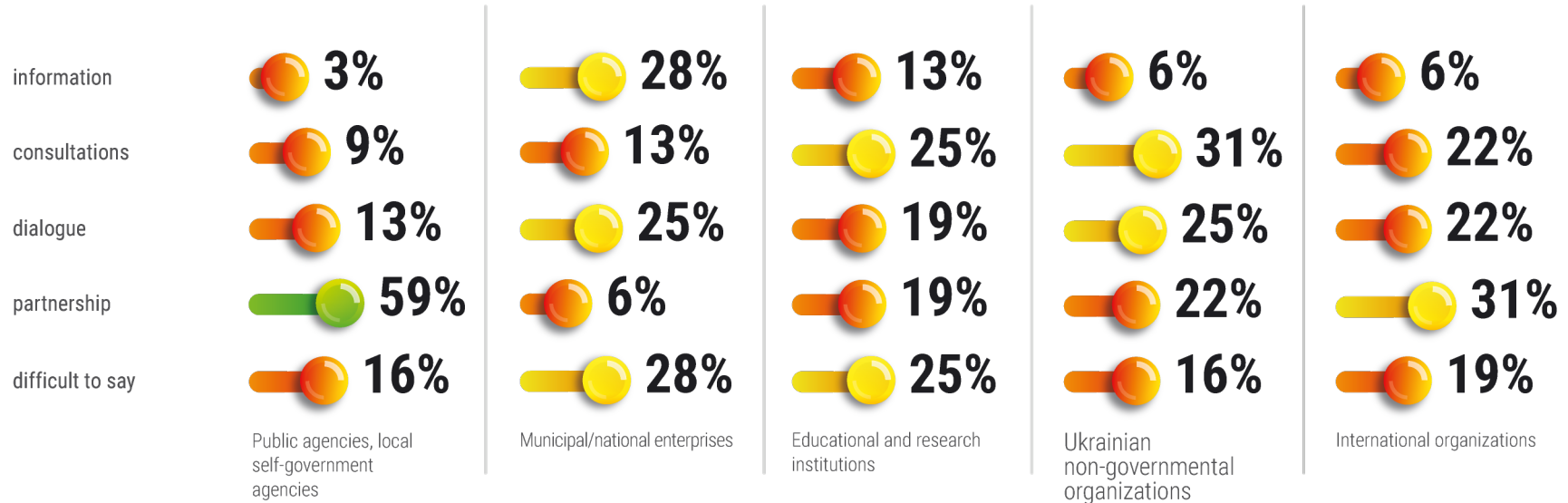
Assessment of committee cooperation with various types of stakeholders (0 — ineffective, 10 — max. effectiveness)

Ukrainian non-governmental organizations — **8,54**

educational and research institutions — **8,42**

international organizations — **8,38**

public agencies, local self-government agencies — **8,31**

municipal/national enterprises — **7,16**

Assessment of committee cooperation with the Accounting Chamber and the Parliament Commissioner for Human Rights (0 — ineffective, 10 — max. effectiveness)

public agencies, local self-government agencies — **7,28**

Ukrainian non-governmental organizations — **7,07**

international organizations — **6,76**

educational and research institutions — **5,93**

municipal/national enterprises — **4,17**

Assessment of committee cooperation with the Accounting Chamber and the Parliament Commissioner for Human Rights (0 — ineffective, 10 — max. effectiveness)
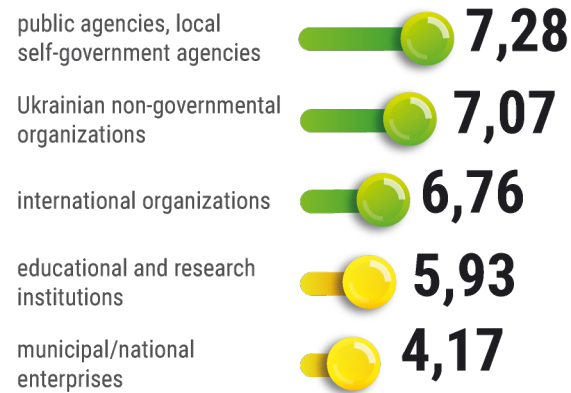
with the Accounting Chamber — **6,91**

with the Parliament Commissioner for Human RIghts — **6,50**
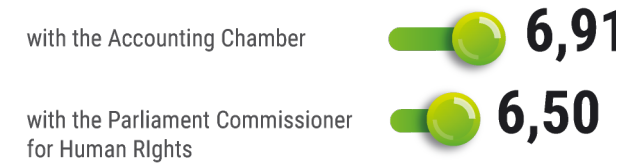
2.3. Analysis of stakeholder engagement in parliamentary committees' activity

● General questions

When we talk about establishing dialogue between Verkhovna Rada committees and stakeholders, there are various peculiarities and factors that affect it and need to be taken into account. The study showed that, despite some trends, there is no universal and guaranteed algorithm for establishing interaction, as each parliamentary committee has its own experience in engaging stakeholders. In additional, personal qualities of committee and secretariat representatives play a major role, particularly their willingness and ability to organize quality communication. Therefore, some committees actively communicate with stakeholders and encourage their involvement in their activities, while others are more closed-off and communicate less.

● Initiation of interaction

The research found various formats of stakeholder engagement in committee activity. The committees engage stakeholders both by invitation and at the initiative of the stakeholders themselves, as noted by both parties during the survey.

Committee representatives believe that in the implementation of the legislative function, stakeholder engagement takes place both at the committee initiative (indicated by 84% of respondents) and at the request of stakeholders themselves (indicated by 63% of respondents).

Personal contacts between committee and stakeholder representatives, as well as previous experience of cooperation, play a key role in initiating the involvement of stakeholders. The analysis shows that stakeholders who have previously been involved in committee activities are more actively involved. Some committees practice forming their own list of stakeholders who are involved in solving certain issues.

Stakeholders who have not previously worked with committees are usually invited if the stakeholders have a quality analytical product available or are ready to solve a problem. The key to more systematic cooperation with such stakeholders is their active position and initiative.

● Ways of communication

According to a stakeholder survey, most communications took place through the committee secretariat, and to a lesser extent—through committee members. Stakeholders noted that they communicated least through the committee's leadership and other organizations. It should be noted that some "active" stakeholders communicated using several of the above options.

Opinions of committee and secretariat representatives on responsible involvement and communication with stakeholders vary. Some argued that stakeholders should be invited by committee members, while others argued that it was the responsibility of the secretariat. The respondents also commonly believed that it is the committee leadership that should be responsible for stakeholder engagement.

There is a common practice when a stakeholder would be engaged through another stakeholder already working with the committee. Our survey of stakeholders showed that, together with a different organization / public authority, 34% of the respondents were engaged in the implementation of the legislative function, 22% — supervisory function, 26% — organizational function. Thus, about 30% of stakeholders did not work with committees on their own, but rather together with other stakeholders.

Stakeholder communication with the committee took place via

Percentage of stakeholders surveyed

Secretariat	**32,0%**
Committee members	**28,4%**
No response	**20,8%**
Committee leadership	**16,2%**
Other organization	**4,1%**
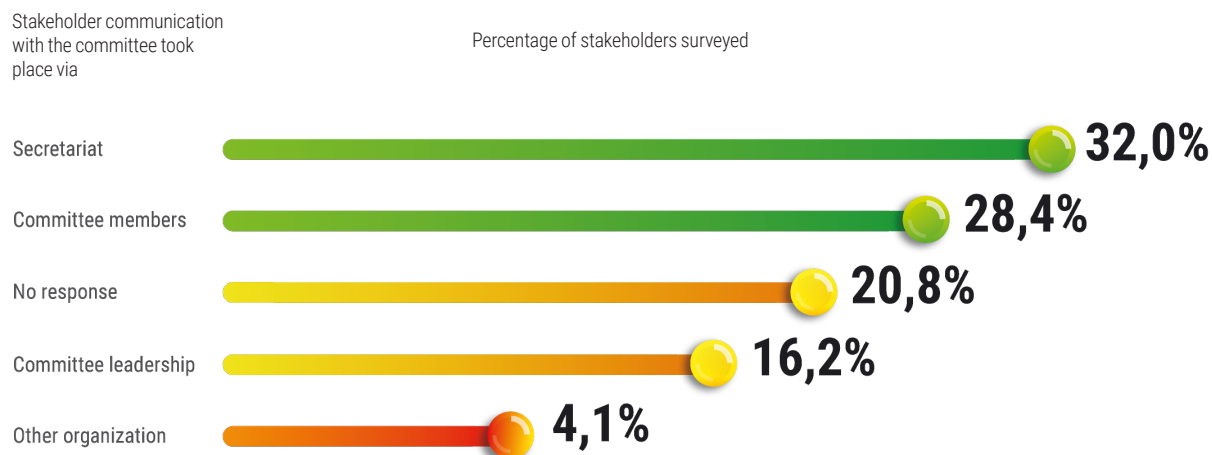
● Completeness of engagement

Our analysis of openly accessible information showed that there is no even distribution of stakeholders among different committees. For some committees, involving a wide range of stakeholders in the implementation of the various functions and their individual components is common practice. In contrast, some committees are closed to cooperation with stakeholders and interact only with relevant government agencies.

The Committee on Public Health, Medical Assistance and Medical Insurance was most active in 2020, engaging 12,5% of the total number of identified stakeholders. The Committee on Environmental Policy and Nature Management was just slightly behind with 11,1%.

The least active committees were the Committee on Rules of Procedure, Parliamentary Ethics and Administration of Verkhovna Rada's Work with 0.3% and the Committee on National Security, Defense and Intelligence with 1,3%. The primary reason for low stakeholder engagement is the peculiarities of these committees' competencies. For instance, the Committee on Rules of Procedure, Parliamentary Ethics and Administration of Verkhovna Rada's Work works on resolving the internal issues of Parliament functioning and MP activity. The activity of the Committee on National Security, Defense and Intelligence does require the engagement of a broad range of stakeholders, but this engagement is mostly not made public. Due to the peculiarities of issues in which stakeholders are involved, information on the stakeholders involved in the work of this committee is partially classified.

Analysis of committee paperwork and open sources showed that government and non-government stakeholders engaged in the work of all committees in 2020 are represented in equal measures (45% each), while international partners constitute only 10% of all stakeholders involved in committee activity.

Survey results of committee representatives overall confirm these representation trends. 94% of the surveyed committee representatives indicated that in their activity, they worked with governmental stakeholders, 84% — that they worked with non-governmental organizations, and 69% — that they worked with international partners.

These scores show that the ratio between governmental and non-governmental stakeholders in committee activity is balanced. International partners are less involved in committee activity, but this is explained by the fact that there are simply fewer representatives of such organizations compared to other types of stakeholders.

At the same time, analysis shows that in some committees, there is a certain imbalance among different stakeholders, with the ratio significantly different from the general trends. For instance, among all the identified stakeholders of the Committee on Budget, 95% are government stakeholders, while in the Committee on Finance, Taxation and Customs Policy, conversely, 77% of stakeholders are NGOs.

In-depth stakeholder interviews revealed that committees engage regional and local stakeholders insufficiently. This cooperation is rather occasional and aimed at resolving specific issues pertaining to their specialization or locality.

Committee representatives believe cooperation with non-governmental organizations to be the most effective. On a scale from 0 to 10, where 0 means not effective at all and 10 means very effective, the score is 8,54. Effectiveness of work with international partners was assessed at 8.38. Government stakeholders scored the lowest score, although it is still rather high (8,31). Thus, the representatives of the committees consider the cooperation with the stakeholders in 2020 to be quite effective, which once again confirms that it is necessary to engage them in the activities of the Verkhovna Rada committees.

Depth of engagement

Based on the analysis of the forms of stakeholder engagement in the implementation of the three functions of all committees, the most common forms of interaction for 2020 were identified. They were:
 • providing information to the committee at their own initiative;
 • providing information at the request of the committee or committee members;
 • participation in public discussions, round tables, conferences organized by the committee

The least common forms of interaction between stakeholders and committees in 2020 were:
 • participation in advisory bodies with the opportunity to influence decision-making;
 • participation in public discussions on the website of the Parliament or the committee;
 • participation in consensus activities.

Considering stakeholders' responses on the form of engagement as well as the level of participation in specific committee functions, we found the levels of stakeholder engagement in the activity of committees in 2020 overall. At the lowest level (information), only 7% of stakeholders were involved. 34% of stakeholders were engaged at the consultation level. The most common level was dialogue, with 38% of stakeholders engaged. At the highest level of participation, partnership, the figure was 21%. In general, these data indicate a balance of higher levels of stakeholder engagement, which is a positive factor. It should be noted that each subsequent level absorbs lower ones, so the transition to higher levels of participation will only contribute to the formation of stakeholders as full partners of the Parliament in general and especially its committees.

The survey of committee representatives also shows their opinion on the general levels of stakeholder engagement in the activity of committees in 2020. The level of information was indicated by 11% of respondents, consultation – 20%, dialogue – 23%, partnerships – 27%. It should be noted that 19% of respondents could not clearly determine the overall level of stakeholder participation. If we compare the two sets of results, it evidently shows that committee representatives tend to believe in a somewhat higher level of stakeholder engagement, since they think that partnership is the most common type of interaction. At the same time, their estimate of information and consultation is quite consistent with the reality. Committee representatives pointed out that most government stakeholders are at the level of partnership, non-governmental organizations at the level of consultation, and international partners are equally represented at the levels of consultation, dialogue and partnership, with a slight prevalence of the latter. This shows that committee representatives consider government stakeholders their biggest partners, with the tightest cooperation.

🟠 **Engagement of stakeholders in the performance of the legislative function of Verkhovna Rada committees**

According to generalized findings of the stakeholder survey, in 2020, it was the legislative function most of them were involved in. This was indicated by 85% of respondents.

At the same time, 68% of surveyed stakeholders indicated they were engaged in the legislative function at their own initiative, while slightly over a half said they were invited by the committee.

Комунікація стейкхолдерів з комітетом здійснювалась через:

Відсоток опитаних стейкхолдерів

Own initiative	**68,3%**
Committee initiative	**53,3%**
Invited by another organization	**29,3%**
Other	**0,6%**
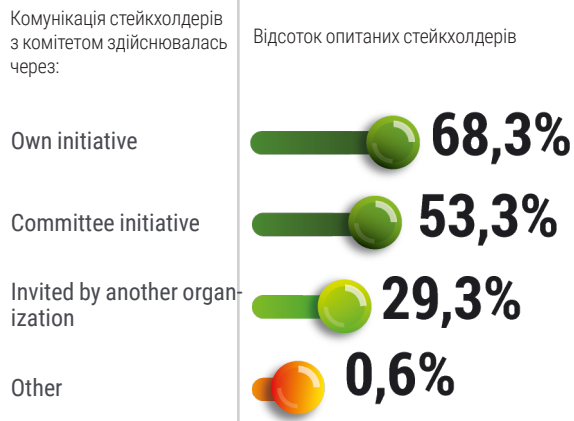
Within the legislative function of committee, stakeholders were most often involved in the development of draft laws (47%) and improving draft laws before the second reading (43%).

A survey of stakeholders showed that the most common forms of engagement in the legislative function were providing information to the committee at their own initiative (58%), participation in public discussions, round tables, and other events organized by the committee (55%) and providing information at the request of the committee (43%). Another common situation was stakeholder participation in several meetings of the committee / subcommittee on a specific issue (41%) or participation in a working group to develop a solution or resolve a specific problem (39%).

We correlated forms of interaction with levels of engagement and found that only 3% of stakeholders were engaged at the information level, which is the lowest. 31% of stakeholders were engaged at the consultation level. The most common level of engagement among stakeholders involved in the legislative function of parliamentary committees was the level of dialogue, 43%. Partnership, which is the highest level of engagement, was achieved by 23% of stakeholders.
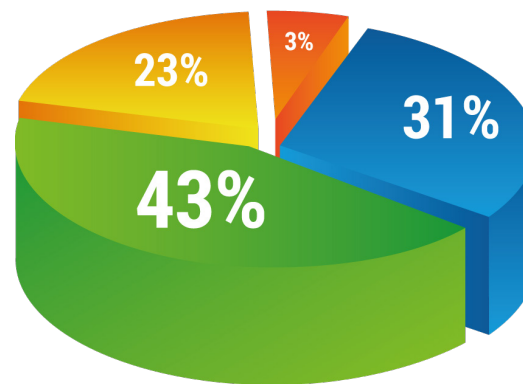
- 🟠 information
- 🔵 consultation
- 🟢 dialogue
- 🟡 partnership

• Peculiarities of information

In-depth interviews found that committees infrequently provided information to stakeholders on their own initiative. Information is most often shared in the form of stakeholder requests and committee responses, usually within the period prescribed by the law.

According to stakeholders, some committees, such as the Committee on Finance, Taxation and Customs Policy, do not always respond to requests, and it happens rather regularly.

Certain representatives of stakeholders noted that a lot of information they need is available on committee websites, and they can easily obtain it without having to communicate with the committee. Namely, they were talking about the Committee on Human Rights, Deoccupation and Reintegration of Temporarily Occupied Territories in Donetsk, Luhansk Regions and Autonomous Republic of Crimea, National Minorities and Interethnic Relations.

Here is a quote from the in-depth interview of one stakeholder from a non-governmental organization which interacts with several committees: *"In the Committee on Agrarian and Land Policy, they quickly respond online, and the head—over the phone. All written appeals are answered in writing by mail. There is always a response from the secretariat, from the members of the secretariat, and from the chair. In the Finance Committee, our requests are often left unanswered."*

In one committee, the head of the secretariat sends out messages on WhatsApp to stakeholder groups with current news and committee initiatives.

• Peculiarities of consultation

From in-depth interviews, we found that committees often ask stakeholders to consult on a certain issue through a formal request for information, usually signed by the head or deputy head of the committee.

When drafting potentially controversial draft laws, committees engage stakeholders as experts or participants of public consultations, inviting them to discuss the draft laws at round tables, public hearings, committee meetings, etc.

Most stakeholders themselves track information on the advance of legislative initiatives or public events. If the stakeholder decides to provide consultation on a draft law at their own initiative, they usually send information to the official email of the head or deputy head of the committee, or, less frequently, through points of contact, such as assistant MPs or secretariat staff.

It should be noted that non-governmental organizations are somewhat more likely than governmental ones to be dissatisfied with the fact that committee representatives do not respond to invitations and do not attend events.

Here is a quote from an in-depth interview of one of the government stakeholders, which aptly describes a typical way to involve stakeholders at the consultation level:

"We were involved in the preparation of the draft law, a draft was developed, and MPs wanted to hear the position of the public. They collected comments from everyone and then, if they said they would send them within two weeks, that is what they did."

• Peculiarities of dialogue

In-depth interviews showed that when stakeholders are engaged in the legislative function at the dialogue level, both non-governmental and governmental organizations serve as experts on the relevant issues. They communicate their expertise through participation in a number of committee meetings and during committee hearings on specific issues, as well as present their findings and analytical materials during the work of working groups.

The level of dialogue provides better opportunities for the stakeholder to be informed about the progress of draft laws in the committee. Stakeholders stressed the importance of joining working groups, not just getting the results of discussions in working groups.

However, stakeholders are not always invited to participate in all working groups in which they have expressed interest. Often, the reason for rejection is the excessive number of participants in the working group.

Here is a quote from an in-depth interview of an international organization about the importance of joining working groups: *"As a member of the working group, you are more able to track all exchanges, all comments, there is open access. When you only have the results, you don't know where the disagreement happened."*

• Peculiarities of partnership

The analysis showed that by working with the committees, stakeholders try to build strategic partnerships. This allows stakeholders to communicate their proposals to committees more effectively due to a higher level of trust and knowledge of the context and of the way the committee's work is organized.

Consensus measures are viewed as highly effective, but their use is by governmental and non-governmental organizations is not very common yet.

We can clearly see the desire to achieve the level of partnership in this line from the in-depth interview with an NGO: *"Establishing cooperation now means trust in the future to continue strategic, mutually beneficial partnership. The committee should benefit from working with us."*

Stakeholder satisfaction with their engagement in the implementation of the legislative function of committees and impact

The results of the stakeholder survey show that the average level of satisfaction on a scale from 0 to 10, where 0 is absolutely dissatisfied, and 10 – absolutely satisfied, is 5,35, which is right down the middle.

The highest scores in 2020 were awarded to the Committee on Youth and Sports, the Committee on Environmental Policy and Nature Management, and the Committee on Education, Science and Innovations, with average scores exceeding 6,5. Respondents rated the Committee on Ukraine's Integration into the European Union and the Committee on National Security, Defense and Intelligence the lowest, with average scores below 4 points.

The stakeholders' assessment of their impact within the legislative function was somewhat higher. On a scale from 0 to 10, where 0 is no impact and 10 is a strong impact, the score is 5,49.

The highest score for impact was given by stakeholders involved in the activity of the Committee on Youth and Sports and the Committee on Human Rights, Deoccupation and Reintegration of Temporarily Occupied Territories in Donetsk, Luhansk Regions and Autonomous Republic of Crimea, National Minorities and Interethnic Relations (the average score is more than 7), while the lowest impact assessment was made by stakeholders involved with the Committee on National Security, Defense and Intelligence and the Committee on Ukraine's Integration into the European Union.

● **Stakeholder engagement in the implementation of the supervisory function of the Parliament**

Since the legislative function remains the primary one, it only makes sense that fewer stakeholders were involved in the implementation of the supervisory function. The survey of stakeholders found that only 32% of the respondents had participated in the supervisory function in 2020.

The survey showed that when it comes to the supervisory function, most stakeholders were involved in the analysis of practice and shortcomings of law application (19%), in the consideration of reports and information provided by government agencies and their officials (12%), and in sending materials for response to the agencies of the Verkhovna Rada of Ukraine, government agencies, and their officials (10%). Something that was mentioned only rarely was engagement in the control over the national budget implementation (4%), interaction between committees and the Parliament Commissioner for Human Rights (3%), and control over the activity of special agencies (2%).

The most common forms of stakeholder engagement in the supervisory function included providing information to the committee at their own initiative (43%), obtaining information from activity reports published by the committee, minutes of meetings, announcements, and other information (39%), providing information at the request of the committee (38%), as well as participation in public discussions, round tables, conferences and other events organized by the committee (35%). Rare forms of engagement included consensus events (6%) and participation in advisory bodies with an opportunity to influence decision-making (5%).

The following levels of stakeholder engagement in the supervisory function of committees were observed in 2020:

- ● information
- ● consultation
- ● dialogue
- ● partnership
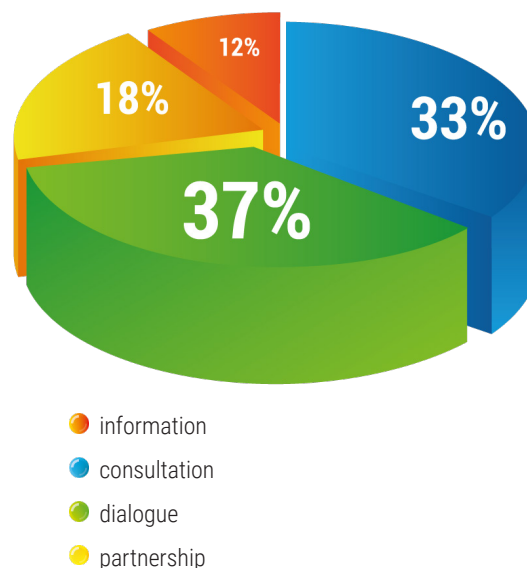
Thus, the distribution of engagement levels in the supervisory function appears similar to the legislative one. At the same time, compared to the legislative function, the level of information is several times higher, which generally indicates a lower level of stakeholder engagement in committees' supervisory work.

The analysis, as well as survey and interview findings, have yielded a number of peculiarities of stakeholder engagement in the supervisory function in particular.

According to stakeholders, such involvement is unsystematic. It should be noted that this statement is consistent with the above findings on the effectiveness of the supervisory function, which also indicated the lack of systematic supervisory work done by the committees.

Interestingly, committees do not provide information on their supervisory powers to stakeholders on their own.

We found that consultations and other public events within the supervisory function seem to be a rare phenomenon, and they may be more challenging to access than discussions of legislative initiatives.

This is what a government agency representative said at his in-depth interview: *"In 2020, we were also present at the extended committee meeting on the implementation and extension of the electricity and gas market, also at the invitation of the committee. It is difficult to get a request for participation, because they do not publish the dates a month in advance, but rather a day or two beforehand."*

The study showed that stakeholders are interested in monitoring of law application and oversight of the implementation of specific legislative acts, but they are skeptical about the opportunities to be involved in such powers of parliamentary committees.

In general, establishing strategic connections with the committees within the supervisory function is not a priority for most stakeholders who participated in in-depth interviews.

Stakeholder satisfaction with their engagement in the implementation of the supervisory function of committees and impact

The results of the stakeholder survey show that the average level of satisfaction on a scale from 0 to 10, where 0 is absolutely dissatisfied, and 10 — absolutely satisfied, is 5,31, which is approximately in the middle.

The highest scores in 2020 were awarded to the Committee on Transport and Infrastructure, the Committee on Digital Transformation, and the Committee on Education, Science and Innovations, with each scoring above 6,5.

Respondents rated the Committee on Energy, Housing and Utilities Services and the Committee on National Security, Defense and Intelligence, and the Committee on Law Enforce-

ment the lowest, with average scores below 4,5 points.

The stakeholders' assessment of their impact within the supervisory function was somewhat lower. On a scale from 0 to 10, where 0 is no impact and 10 is a strong impact, the score is 4,85, which somewhat lower than the medium result.

The highest score for impact was given by stakeholders involved in the activity of the Committee on Digital Transformation and the Committee on Transport and Infrastructure (the average score exceeds 6,5), while the lowest impact assessment was made by stakeholders involved with the Committee on National Security, Defense and Intelligence, the Committee on Legal Policy, and the Committee on Law Enforcement.

Committees carry out indirect parliamentary control via the Accounting Chamber and the Parliament Commissioner for Human Rights. Surveys of committee representatives show that they assess this cooperation as less effective in comparison with other stakeholders. On a scale from 0 to 10, the effectiveness of interaction with the Accounting Chamber was assessed by committees at 6,9 points, and with the Ombudsman — at 6,5 points, while cooperation with NGOs in the implementation of the supervisory function is assessed at 7 points.

● **Engagement of stakeholders in the performance of the organizational function of Verkhovna Rada committees**

Our analysis found that the fewest stakeholders were involved in the implementation of the organizational function. Only 24% of the stakeholders surveyed said that during 2020, they participated in activities that correspond to the organizational function of the committees.

Most stakeholders from this group indicated they participated in the organization of hearings in committees, conferences, round tables, and other events (21%). Only some responses were related to the organization of parliamentary hearings (3%) and organization of interparliamentary activities and/or the committee's international cooperation (3%). Stakeholders almost did not participate in the preliminary discussion of candidacies for the positions of government officials (1%).

The most common forms of engagement in the organizational function were participation in public discussions, round tables, conferences, and other events organized by the committee (63%) and providing information to the committee at the stakeholders' own initiative (54%). The most rare form of engagement was participation in advisory bodies with an opportunity to influence decision-making (7%).

The following levels of stakeholder engagement in the organizational function of committees were observed in 2020:

- ● information
- ● consultation
- ● dialogue
- ● partnership
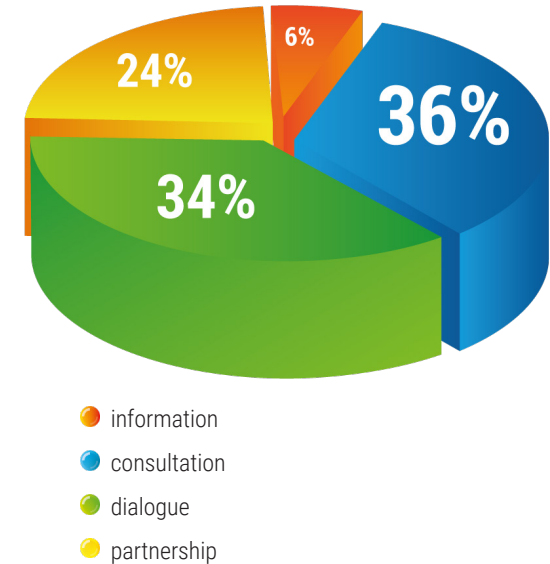
Thus, the distribution of engagement levels in the organizational function appears similar to the previous ones.

What is peculiar about the organizational function is that committees respond to stakeholder requests quite rapidly, they may send information requests to stakeholders, but they only rarely share information at their own initiative. Stakeholders, on the other hand, provided information to help with the organization of the necessary events, usually in the form of official letters.

As co-organizers of events, stakeholders are also usually co-speakers or speakers at round tables, hearings and other organized events.

Stakeholder engagement in the organizational function is aptly described by a representative of a non-governmental organization in the in-depth interview: *"We were involved in the organization of parliamentary and committee hearings."*

Stakeholder satisfaction with their engagement in the implementation of the organizational function of committees and impact

The results of the stakeholder survey show that the average level of satisfaction on a scale from 0 to 10, where 0 is absolutely dissatisfied, and 10 — absolutely satisfied, is 4,93, which is somewhat below the middle range.

The highest scores in 2020 were awarded to the Committee on Youth and Sports, the Committee on Transport and Infrastructure, with average scores exceeding 6,5. The lowest scores were given to the Committee on Economic Development, the Committee on Anti-Corruption Policy, and the Committee on Law Enforcement, with average scores below 3 points.

The stakeholders' assessment of their impact within the organizational function was somewhat lower. On a scale from 0 to 10, where 0 is no impact and 10 is a strong impact, the score is 4,65, which somewhat lower than the medium result.

The highest score for impact was given by stakeholders involved in the activity of the Committee on Public Health, Medical Assistance and Medical Insurance and the Committee on Education, Science and Innovations (the average score exceeds 6,5), while the lowest impact assessment was made by stakeholders involved with the Committee on Economic Development and the Committee on National Security, Defense and Intelligence.

Engagement of higher educational establishments and research institutions in the activity of parliamentary committees

The analysis of this engagement shows that cooperation in this sector is lacking. Leading Ukrainian educational establishments and research institutions mostly work with the specialized Committee on Education, Science and Innovations. Other committees do not involve them as much—or at all, like the Committee on Foreign Policy and Inter-Parliamentary Cooperation or the Committee on Freedom of Speech.

61% of leading higher educational establishments and research institutions that worked with Verkhovna Rada committees in 2020 provided their expert proposals to draft laws. Some committees regularly work with specialized higher educational establishments and research institutions, requesting expert proposals to draft laws. For instance, in 2020, the Committee on Law Enforcement received proposals to 87 draft laws from the National Academy of Internal Affairs. Other committees interact with specialized higher educational establishments and research institutions irregularly. For instance, one of the leading technical universities in Ukraine, Ihor Sikorsky National Technical University of Ukraine "Kyiv Polytechnic Institute," submitted proposals to a draft law only once in 2020, namely, at the initiative of the Committee on Education, Science and Innovations—to draft law "On Strengthening the Activity of Science Parks."

Half the surveyed institutions indicated they had participated in committee meetings, but more popular forms of engagement include informing, public consultations, round tables, conferences, hearings, etc., which account for 75% of this cooperation.

Despite the irregular nature of engagement of such institutions in the committee work, committee representatives consider this cooperation effective and necessary.

◎ Summary Conclusion

There is currently no common practice of stakeholder engagement for all committees. The number of stakeholders engaged by the most open committees in 2020 is over 10 times as high as the number of stakeholders engaged by the most closed-off committees.

Stakeholder engagement is initiated both by committees and by stakeholders themselves. However, most stakeholders that worked with parliamentary committees in 2020 had established this cooperation during the previous convocations of the Parliament. The key to establishing successful cooperation with "new" stakeholders for committees is the initiative and activity of stakeholders themselves, their interest in providing a high-quality product that solves a problem or provides expertise that is not available to the committee otherwise. About 30% of stakeholders did not work with committees independently, but rather together with other stakeholders.

While implementing their functions in 2020, the committees mostly worked with governmental and non-governmental stakeholders (each accounting for 45%). International partners accounted for about 10% of all stakeholders. Some committees have a certain imbalance in stakeholder engagement, working only with governmental (Committee on Budget) or mostly with non-governmental organizations (Committee on Finance, Taxation and Customs Policy).

Work with non-governmental organizations is viewed by committees as most effective. On the other hand, this cooperation is quite unsystematic, given non-governmental organizations can change their focus areas and vectors of interest. Cooperation with governmental stakeholders appears more stable, even though they demonstrate less initiative and activity than non-governmental organizations. The committees see governmental stakeholders as their biggest partners. Representatives of business are usually engaged through associations they belong to. Committee representatives believe this format to be the most convenient for businesses. Involvement of regional and local stakeholders is insufficient, as it happens only occasionally, to

address a specific issue that relates to their activities or affects their particular area. Such cooperation requires additional attention. The cooperation with the Accounting Chamber and the Ombudsman is viewed as mostly effective, though this assessment is not as high as for other governmental and non-governmental stakeholders.

Stakeholders, for their part, pointed out that committees are not open enough to cooperation. They mostly rely on established personal ties to committee members or secretariat employees, while committee representatives claim that formal cooperation prevails. Stakeholders hold this belief because sometimes, committees fail to respond to stakeholder requests, and some even regularly ignore requests for information. There are also cases when committees do not respond to invitations from stakeholders (even governmental ones) to participate in events.

The most common forms of stakeholder engagement in committee activity in 2020 were providing information to the committee/committee members at their own initiative (52% of the surveyed stakeholders) and participation in public discussions, round tables, or conferences organized by the committee (51%). At the same time, the least common and therefore not always effective forms of engagement, according to stakeholders, include participation of advisory bodies (7%), participation in consensus activities (9%) and participation in public discussions on the website of the Parliament or the committee (9%).

In 2020, most stakeholders reached the level of dialogue in their cooperation (38%), though committee representatives believe that the highest level of cooperation, namely partnership, was achieved (27%). This indicates that committee representatives tend to overestimate the level of stakeholder engagement and that this cooperation needs to be further improved.

Most stakeholders were engaged in the implementation of the legislative function (85%), namely in the development of draft laws (47%) and in the improvement of draft laws before the second reading

(43%). Stakeholders typically become involved in the legislative activity of committees at their own initiative (68%). Although this function is where stakeholders are engaged most, committees feel the need for expert opinions of relevant stakeholders, while the stakeholders, in turn, are ready to contribute to this work.

38% of the surveyed stakeholders claim they were not engaged in the implementation of the supervisory function in 2020. The most common form of engagement within the supervisory function is providing information to the committee at their own initiative (43%), which shows that committees are ready to take part in this work as well. Thus, the committees have not created adequate conditions for sufficient involvement of stakeholders in the implementation of this function, although the committees consider such involvement effective and necessary, which means there is a need for it.

The fewest stakeholders were involved in the implementation of the organizational function (24%). This engagement was mostly connected with the organization of public discussions, round tables, conferences, and other committee events. Neither committees nor stakeholders believe this is an area that would merit fro greater engagement.

The assessment of stakeholders' satisfaction with the level of their engagement and impact varies depending on the committee, but in general is just over the medium score. On the other hand, a high level of completeness and level of engagement for some committees does not always correlate with the impact.

The cooperation of most committees with leading higher educational establishments and research institutions in 2020 was unsystematic, despite the fact that in general, committee representatives consider such cooperation to be quite effective. Most cooperation took place with the designated Committee on Education, Science, and Innovations. Some committees, on the other hand, did not at all work with such institutions.

Based on the analysis of stakeholder engagement in the activity of parliamentary committees, we are offering recommendations how to improve this interaction.

❶ Recommendations to the Committees of the Verkhovna Rada

1. Ensure compliance with the formula "transparency + communication + predictability":

🟢 Regularly inform the public on the committee activity, maintain websites and actively communicate on social media. Events held by committees need to be announced in advance so that stakeholders have an objective opportunity to learn about the event and participate.

🟢 Feedback is a guarantee of further effective cooperation with stakeholders. Committees need to respond to all requests, information, and invitations from stakeholders, even if the response is negative. This will contribute to ensuring effective formal cooperation, which is emphasized by committee representatives, both with new and existing stakeholders.

🟢 In matters where stakeholder engagement is needed, committee websites should contain contact details of a specific committee / secretariat representative responsible for preparing this or that issue.

🟢 Ensure public planning of its activities, which would reflect the real plans of the committee. This will allow stakeholders to join in a timely manner and provide up-to-date information.

2. Prioritize cooperation with stakeholders, ensuring completeness and depth of stakeholder engagement:

🟢 Raise awareness among committee members and secretariat staff on perceiving stakeholders as partners who can improve the quality of political decision-making, rather than opponents. Committees should be aware that stakeholder engagement is not a right but rather an obligation, a mandatory prerequisite for an effective legislative process and oversight of subsequent law application.

🟢 Committees with low engagement rates should involve more stakeholders in their work. One way to achieve this can be creating and maintaining a register (database) of committee stakeholders, who will be invited to participate in committee activity in the future and receive newsletters and invitations to events.

🟢 Stakeholder engagement should be balanced; i.e. committees should engage various types of stakeholders without any preferential treatment to any single group.

🟢 Working groups (as the most effective form of cooperation) should include stakeholders who are interested. In case of too many participants, it makes sense to break the group down into smaller subgroups with a specific focus or a specific issue within the broader problem. Information about the work process of the group should be shared in a timely manner.

3. Create new adequate conditions for:

🟢 Systematic cooperation with specialized higher educational establishments and research institutions, which is somewhat different from work with other stakeholders. This may result in long-term cooperation and high-quality legislation;

🟢 Stakeholder engagement not only in the legislative activity of committees but also in the supervisory function, which will provide an alternative assessment of government agencies' performance and law implementation;

🟢 The work of subcommittees, which are considered some of the most effective forms of interaction alongside working groups, but are underused;

🟢 The use of modern tools of public consultations with stakeholders, such as the new advisory platform Porada.

❶ Recommendations to Stakeholders:

1. The most important condition for cooperation with committees is profound expertise that stakeholders can offer. However, to make sure this input is valuable in the decision-making process, including policy-making, proposals must be clear and relevant. Reasonable and high-quality proposals are much more likely to be considered.

2. Be active and persistent. If there is no response or a position was not taken into account, this is not a reason to stop. Due to the high workload of the committees, a formal letter will not necessarily be considered. Therefore, it makes sense to look for optimal ways to establish cooperation.

3. Cooperation should be systematic. Representatives of stakeholders, especially NGOs, should interact with committees not only within projects they implement but also respond to requests for information or opinions from committees. Such stakeholders normally achieve the highest levels of cooperation with committees.

4. Work not only with committee members but also with secretariat employees, since it is they who are usually responsible for specific issues. Moreover, it is the secretariat that is the bearer of «institutional memory», in particular in terms of interaction with stakeholders. This helps stakeholders maintain connections with committees even after political change.

5. Be constantly engaged in committee activity. Use all available communication tools: Parliament website, websites and social media pages of committees and individual committee members, the Porada platform, etc.

6. Another option to work with committees is by working together with other agencies or organizations. Joint participation of several stakeholders is more likely to yield positive results.

Appendix No. 1

Performance indicators for each of the 23 parliamentary committees in 2020.

Appendix No. 2

The indicators of completeness and depth of interaction of the 23 parliamentary committees with stakeholders in 2020.

Monitoring of Verkhovna Rada committees' performance and their interaction with stakeholders in 2020 showed how effective each Verkhovna Rada committee was in 2020, both in isolation and compared to other committees, in the implementation of the legislative, supervisory, and organizational function, and their components, and how each Verkhovna Rada committee engaged stakeholders in its activity in 2020. Based on the identified issues, we provided specific recommendations which will help Verkhovna Rada committees be more effective in the implementation of their legislative, supervisory, and organizational functions and interaction with stakeholders.

The research methods developed for this study can be used for further monitoring of Parliament's work. It makes sense to perform this monitoring every session or every year, and it can be done either by committees themselves or the public. This will help to identify current shortcomings in the activities of individual committees and respond to them quickly, providing relevant recommendations to improve certain performance indicators or the situation with stakeholder engagement. Regular monitoring will help to identify general trends in the work of Verkhovna Rada committees and implement targeted solutions to make the Ukrainian Parliament more open and effective.

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