

Monitoring and Evaluation of the Implementation Process of the State Policy to Promote the Development of Civil Society in Ukraine

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Abstract: Among the components of the cycle of state policy to promote the development of civil society in Ukraine, the process of its implementation is studied. In particular, the current state of monitoring and evaluation (ME) of this process was analysed, scientific developments on this topic were reviewed and the authors' own approach to the implementation of state policy in this area was proposed. The ME of the process of implementation of the National Strategy for Civil Society Development for 2016-2020 in Ukraine (hereinafter – the National Strategy) as the main legal act that ensures the implementation of state policy in this area at national, regional and local levels of public administration, was studied. The basic requirements to the organisation of the ME of the process of implementation of the National Strategy in terms of periodicity, multilevel, organisational and methodological support, forms of control were formulated. A set of evaluation criteria and indicators was proposed and recommendations for the organisation of this process were provided. The provided recommendations can be the basis for the creation and implementation of the ME system for the implementation of the National Strategy. The results of the ME process of implementation of the current National Strategy can be used in the development of a new National Strategy for the next period after 2020.

Keywords: Assessment criteria, synergy of government-public cooperation, evaluation indicators, government decisions, organisational and educational work.

INTRODUCTION

The establishment of civil society as a guarantee of democratic development of the state is one of the main principles of Ukraine's domestic policy (On the principles of domestic... 2010). The main tool for the implementation of state policy in Ukraine to promote the development of civil society is the current National Strategy 2020, the implementation period of which ends chronologically in 2020. Therefore, the task is to assess the state of its implementation, take into account the achievements and shortcomings and organise the preparation of a new National Strategy, laying down the appropriate procedures for its implementation. The expert support of the implementation of the National Strategy, conducted by non-governmental analytical centres in 2017-2019 (Krupnyk 2018; Implementation of the National Strategy... 2019), identified many problematic issues in the organisation of this process. Thus, there is no central executive body to coordinate the implementation of this policy.

The Coordinating Council for the Promotion of Civil Society Development, which was established under the President of Ukraine, in fact did not work and did not

become a platform for dialogue between the authorities and the public. The government's action plans for the implementation of the National Strategy are approved annually with a significant delay (in particular, the plan for 2020 was approved only in July 2020). As a result, it can be stated that the development of civil society in Ukraine is slowing down. Assessing the Civil Society Stability Index in Ukraine (Civil society of Ukraine... 2019), experts note the deterioration of the situation in the legal environment for civil society organizations. In particular, in 2018, additional reporting was introduced for all NGOs with burdensome procedures, and there was pressure from the SBU on charitable organisations that provided humanitarian assistance to people in the occupied territories. In some oblasts, NGOs had problems with social and entrepreneurial activities. According to representatives of public organisations, in the period after the Revolution of Dignity, the influence of the public sector on government decisions is gradually decreasing from year to year (Civil society of Ukraine... 2018).

The National Strategy at the regional level is also not implemented at the proper level: regional programs and action plans are not interconnected and often contain tasks that have nothing to do with the development of civil society or have only an indirect relationship; regional Coordinating Councils for the Promotion of Civil Society Development at oblast and

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Kyiv city state administrations have not yet found their place in the process of implementing the National Strategy; specialised divisions of state administrations for communications practically dissolved in PR support services and do not perform their communicative functions in the process of implementing the National Strategy. One of the reasons for this state of affairs, in the authors' opinion, is the lack of a systematic ME in the process of implementing the tasks of the National Strategy and inadequate measures to manage the shortcomings that arise in the process of its implementation. Continuous monitoring and mid-term evaluation of the National Strategy implementation process could provide an opportunity to determine the extent to which the implemented measures meet the declared principles and objectives of the National Strategy, identify problems in a timely manner and, if necessary, make adjustments to the National Strategy implementation process. Such a formative evaluation would improve the policy implementation process and make it possible to make appropriate corrective government decisions.

The purpose of this study is to develop approaches to the realisation of the ME process of implementation of the National Strategy, including the definition of criteria, indicators and algorithm for organising the evaluation process at the national, regional and local levels of public administration.

Public policy evaluation is the subject of research by many domestic and foreign scholars. Thus, the issues of evaluating state policy and the processes of its implementation were studied by V. Averyanov (1998), G. Atamanchuk (2006), V. Bakumenko (2000), V. Vais (2000), E. Vedung (2003), R. Kaplan (Kaplan and Norton 2004), A. Melnyk (2009), N. Nyzhnyk (2000), O. Obolensky (Obolensky and Soroko 2005), L. Prykhodchenko (2009), Yu. Surmin (Kovbasyuk *et al.* 2014), V. Tertychka (2002a; 2002b), O. Tkachova (2013), Yu. Sharov (2004) and others. In the scientific community, it is believed that the growing attention to this issue in the world and, accordingly, the introduction of evaluation in management practice has been in waves (Bozhok 2018). Particular attention was paid to public policy evaluation in the system of the National Academy of Public Administration under the President of Ukraine, where in the late 1990s and early 2000s one of the training specialisations was aimed at training analysts, where evaluation was prominent. A handbook, "Evaluation of Public Policies and Programs", has been published, which identified evaluation as a tool for improving management tools

and techniques. An important step in the implementation of evaluation in the practice of public administration was also a course of lectures "Evaluation of public policies and programs" (Rebkalo and Polyansky 2004).

The topic of evaluating the effectiveness of public administration is reflected in the monograph by L.L. Prykhodchenko "Ensuring the effectiveness of public administration: theoretical and methodological principles" (Prykhodchenko 2009), which substantiates the mechanisms and technologies for evaluating the effectiveness of public authorities, developed a categorical-conceptual apparatus on this topic, proposed new conceptual approaches to studying efficiency, evaluation and support mechanisms efficiency of public administration, as well as in its textbook "Audit of administrative activities" (Prykhodchenko 2010).

The achievements of scholars on the evaluation of public policy are accumulated in the monograph of I. Kravchuk "Evaluation of public policy in Ukraine", which covers the period up to 2012 (Kravchuk 2013). Currently, there is a growing interest in society to evaluate public policy, especially in terms of its application. This is evidenced by the publications of such scientists as: E. Afonin and V. Golub (Afonin *et al.* 2016), V. Zhuravlyov (2012), L. Gonyukova and V. Kozakov (2018), L. Lysakova (2009; 2012a; 2012b), Yu. Mashkarov (Mashkarov and Orlov 2016), D. Oliynyk (2013), O. Orlova (Krupnyk 2018), G. Sabadosh (Sabadosh and Kharchenko 2018), O. Sergeeva (2015), V. Slyusarenko (2018), A. Sokolov (2014), O. Tanchuk (2015), S. Fateeva (2014), O. Fedorchak (2012), O. Kharchenko (Sabadosh and Kharchenko 2018) and others. A significant achievement in the field of public policy evaluation can be considered the textbook "Public Policy" (Kovbasyuk *et al.* 2014), which contains sections on the mechanism of implementation and evaluation of public policy. Here it is worth to mention the monograph "Research of public policies: methodology, procedures and European practices", in which a separate section is also devoted to the topic of public policy evaluation (Gonyukova and Kozakov 2018).

THE ESSENCE OF THE FUNCTIONING OF STATE POLICY IN THE PROCESS OF ENSURING SOCIAL DEVELOPMENT

In recent years, the organisational and educational work on the formation of a culture of evaluation in the state has significantly intensified. This was, in

particular, positively influenced by the activities of the Ukrainian Evaluation Association (UEA) established in 2011. The introduction into the practice of public policy evaluation as a mandatory element of result-oriented management and good governance was facilitated by the training manual "Monitoring and Evaluation. For what? How? With what result?" (Bozhok 2018)]. During 2017-2019, UEA published a number of useful developments on the methodological support of the evaluation process in Ukraine. In addition to the above-mentioned textbook on evaluation, the expert of UEA M. Savva prepared in 2018 a report "Monitoring and evaluation in the activities of the authorities of Ukraine", which, in particular, noted that in Ukraine there is a legal framework for ME of only state regional policy, and the ME system of national strategies and programs is imperfect and does not provide an effective evaluation of the implementation of these documents. The quality of the ME system of regional development strategies, as a rule, does not allow to effectively manage their implementation. There is no normative base for regulating the MoD on the ground, and the quality of MoD systems of local strategies and development programs remains low and does not allow effectively managing their implementation (Savva 2018).

The then chairman of UEA L. Pilhun, having studied the ME system of the National Strategy 2020, testified to the practical absence of such a system (Pilhun 2017). At present, its research is almost the only one in the field of evaluating state policy to promote the development of civil society. The process of developing a new National Strategy, initiated by non-governmental think tanks, has now stirred and brought together experts who, despite quarantine, are actively discussing proposals for a new strategy remotely using social media and electronic means of communication. But the new National Strategy should be created only taking into account the shortcomings of the current strategy. First, it is needed to define the basic terms used in this study. "State policy to promote the development of civil society" some scholars understand as "a set of strategic objectives and targeted measures implemented by public authorities to create or improve conditions and opportunities for citizens to influence the development of the state and society, solve social problems, meet their own interests and needs" (Volynets 2018). However, in this definition, the only subjects of state policy to promote the development of civil society are the public authorities. The authors consider this policy as a set of goals, objectives and measures that are formed and implemented jointly by

at least two actors – public authorities and civil society itself. The authors also consider it necessary in this definition to supplement the purpose of this policy with the consolidation of society, which should become the cornerstone of interaction between government and the public in the process of state formation.

Ensuring the implementation of state policy in this area provides a set of measures to coordinate and monitor the implementation of tasks in the field of promoting civil society, in particular the National Strategy, as a basic document for the implementation of this policy. Based on the definition of M. Litvinenko (2018), the authors consider the implementation of public policy as a systematic process of using available resources by public authorities and civil society institutions to achieve their goals, and accordingly the process of policy implementation – as a set of interrelated measures and forms of activity of state and civil society institutions on the way to achieving these goals. The state policy is implemented after the adoption of the relevant regulations. But even in the process of developing this act, it is important to provide legal support for public administration decisions and mechanisms for their implementation (Gonyukova and Kozakov 2018). Important elements of the policy cycle are control, monitoring and evaluation of the implementation of public policy.

These issues were studied by K. Vais (2000), E. Vedung (2003), O. Kilievich (Kilievich and Tertychka 2004), I. Kravchuk (2013), V. Rebkalov and Y. Polyansky (2004), V. Tertychka (2002a; 2002b), L. Prykhodchenko (2009) and other authors. The analysis of scientific and normative sources showed that today, unfortunately, there is no common understanding of the concepts of "control", "monitoring" and "evaluation". Quite often the definitions of these concepts intersect.

According to L. Prykhodchenko (2009), control is a systematic and constructive activity to ensure compliance with the actual results of the planned activities. The implementation of public policy is monitored at an early stage of this process in order to identify deviations from accepted norms and take measures to eliminate these deviations. The authors consider control as a comparison of what has been achieved with the set (in a broader sense – the actual with the standard) with the identification of possible non-compliance for further action to eliminate this discrepancy. That is, control provides a basis for further analysis in the process of evaluation and development of appropriate recommendations (Krupnyk 2007). The

issue of monitoring is considered differently by different authors. Thus, the Encyclopaedia of Public Administration, “monitoring in public administration” is seen as a systematic collection of information to monitor and control a particular area of public administration, which contributes to the development of long-term development strategy, cooperation between central government and regions (Kovbasyuk 2011).

K. Vais (2000) and E. Vedung (2003) consider monitoring as one of the forms of assessment (Volynets 2018). According to L. Prykhodchenko, “Monitoring is a process of systematic collection and analysis of quantitative and qualitative information on the implementation of projects, measures and programs in order to ensure compliance of these projects or programs with pre-approved prerequisites and objectives, as well as information management in the process of approving solutions (Prykhodchenko 2009). That is, monitoring in this definition partially overlaps with evaluation based on analysis. L. Gonyukova and V. Kozakov define monitoring as “a permanent system of monitoring the development of the object of control (social phenomenon, process, program or project) and rapid response to deviations from specified standards, norms and standards.” Monitoring includes: accounting, collection, analysis and generalisation of information on the process of implementation of state policy, as well as evaluation of the state of the object of control in a particular area, industry or region (Gonyukova and Kozakov 2018).

That is, in this definition, monitoring fully covers the evaluation process. According to the definition given in the EU Guidelines for Monitoring, monitoring is the systematic and continuous collection of information, analysis and use of this information for the purpose of management and decision-making. As it can be seen, here monitoring covers both the analysis process and even management actions based on the results of this analysis. The authors consider monitoring (from the English “monitor” – to control plus -ing form of the verb, which means prolonged action) as a process of systematic control over the state of the controlled object. Monitoring provides further stages of the management process (in particular, evaluation) with the necessary information for analysis and taking the necessary measures.

Evaluation, according to I. Kravchuk, is a systematic orderly process, which is part of the policy cycle and the function of public administration, provides analysis of policy, program, a project for compliance with

established goals and standards, also includes determining the usefulness, effectiveness, efficiency and impact of public policy, programs, projects, aims to improve them, learn lessons and is the basis for management decisions (Kravchuk 2013). I. Kravchuk understands the evaluation of public policy as the systematic process of policy analysis for compliance with established goals and expected results in order to improve it, learn lessons and make management decisions (Kravchuk 2013).

V. Rebkalo and Y. Polyansky consider evaluation to be the result of the development of two areas of control and research: audit and social research and consider evaluation as a comparative analysis (Rebkalo and Polyansky 2004). L. Prykhodchenko defines evaluation as a systematic process of comparing the activities and/or results of a program or policy with goals, objectives, a set of explicit or implicit standards in order to make the necessary administrative or political changes (Kovbasyuk *et al.* 2010). The evaluation usually answers the questions: “why is this done?”, “What’s next?”, Thus revealing rational models for implementing policies, programs and projects. Evaluation, in contrast to monitoring, is carried out as needed and is one-time.

ANALYSIS OF THE IMPLEMENTATION OF THE NATIONAL STRATEGY IN THE IMPLEMENTATION OF PUBLIC POLICY

Evaluation of public policy consists of such elements: 1) implementation process, 2) consequences, 3) results, 4) economic efficiency, 5) level of satisfaction of citizens, as well as 6) tools, 7) methods of policy implementation. It analyses the resources expended, activities carried out, products or services received, performance results and consequences and effects. Evaluation can be carried out at all stages of formation and implementation of public policy, including before its implementation – both in the form of research (through sociological surveys, observations, expert evaluations, modelling, experiments, etc.) and in the form of political or administrative control (by holding parliamentary hearings, reports of leaders, creation of control commissions, audit, budget hearings, etc.). The activities of governing bodies of different entities are evaluated from different positions: the needs of the state, consumers of services, civil servants, consumers of administrative and social services, voters, etc.

K. Vais (2000) suggests that evaluation should be understood as “a systematic evaluation of the

operations and/or results of a program or policy against a set of explicit and implicit standards, in order to improve the program or policy" (Implementation of the National Strategy... 2019). Emphasis in this definition is made on: regularity (evaluation is carried out in strict order, according to certain rules), focus on results (measuring the effectiveness and efficiency of measures), standardisation (comparison of collected data with objectives), purpose of evaluation (improvement of program or policy) (Prykhodchenko 2010). E. Vedung as evaluation tasks considers the definition of efficiency, effectiveness and productivity of the activities carried out in order to take into account the problems and make appropriate corrective changes in the future (Vedung 2003).

The evaluation should be understood as a conclusion based on the results of the evaluation process. Thus, the authors consider evaluation as a process based on the results of control (which can be carried out in the form of monitoring), contains an analysis of the causes of possible deviations and identify ways to adjust the process of implementing management decisions or the decision (project, program, policy). purposes. The main difference between monitoring and evaluation is the time of application and purpose. Monitoring aims to continuously monitor events and processes, while evaluation is carried out at a certain point in time to find out how effectively a certain process went and what changes it led to (Bozhok 2018). The Law of Ukraine "On Principles of State Regional Policy" adopted in 2015 defined the concept of "monitoring and evaluation" as periodic monitoring of relevant indicators based on official statistics and information of central executive bodies, local self-government bodies and monitoring of performance effectiveness based on monitoring data. indicators by comparing the obtained results with their target values (On the principles of state... 2015). However, according to evaluation experts, this understanding of the ME is narrow and does not meet modern management needs (Savva 2018). Control, monitoring and evaluation are conducted using criteria and indicators.

A criterion is a feature or set of features based on which the fact, definition, classification, criterion is evaluated (Markov 1982) and which provide a basis for evaluating indicators that characterise the qualities by which phenomena, processes, actions can be distinguished or compared. Indicators are understood as "key aspects of the functioning of management, economic, social and other systems that reveal the

degree of quality and their quantitative parameters" (Prykhodchenko 2009). The basis for evaluation should be laid during strategic planning (Gonyukova and Kozakov 2018). Strategic documents should have indicators for evaluating the results of their implementation. In general, most strategic documents of the state have such indicators, although usually only political evaluation is used. In particular, the Methodology for monitoring and evaluating the effectiveness and implementation of state regional policy (On approval of the Procedure... 2015) approved by the Cabinet of Ministers in 2015 does not provide for the participation of citizens and public associations in the implementation process, and the participation of public associations is provided only in evaluating the results of this policy.

In addition to the above-mentioned Law and resolution of the Cabinet of Ministers, the current regulations have been studied, which should provide the legal basis of the ME of state policy, in terms of the presence of norms form the ME of the implementation of this policy. In particular, the Regulations of the Cabinet of Ministers, the laws "On State Forecasting", "On State Target Programs", "On Principles of State Regulatory Policy", the Budget Code of Ukraine, as well as the Cabinet of Ministers Resolutions "On Annual Reports of Heads of Oblast, Kyiv and Sevastopol City State Administrations", "On the implementation of a pilot project for the introduction of the first stage of the Unified State Electronic System in the field of construction", etc.

The analysis of the mentioned regulations confirmed the lack of criteria and indicators for the MA of implementation of state policy in the relevant areas, although the need for this has been repeatedly noted by scientists and practitioners. This problem could be solved in the Law "On State Strategic Planning" – because in world practice, the MA is usually governed by such laws. Although attempts have been made to pass such a law in Ukraine twice, in 2009 and 2011, the Verkhovna Rada does not currently have such a bill. In addition, there are no separate structures or even units in Ukraine responsible for evaluation. With regard to the MA process of implementation of the National Strategy, the relevant criteria and indicators were to be developed by the Coordination Council for Civil Society Development, established under the President of Ukraine by Decree of November 4, 2016 No. 487/2012. But due to certain objective and subjective circumstances, the Coordination Council did not work at full capacity and did not fulfil its task.

At the same time, a certain picture of the real state of affairs in the field of implementation of state policy to promote the development of civil society is given by the results of several studies conducted by non-governmental think tanks. Thus, the basic and most comprehensive study can be considered public support for the implementation of the National Strategy at the regional level, which was carried out in 2017-2018 by the All-Ukrainian NGO "Association for the Promotion of Self-Organisation" together with the NGO "Odesa Institute of Social Technologies" with more than 100 NGOs in the regions (Krupnyk 2018). The purpose of this public support, which combined monitoring and information and methodological support, is to help create favourable conditions for the development of civil society in the regions through increased openness of public authorities, practical application of various forms of participatory democracy and effective intersectoral cooperation.

The main conclusion of this study: the state of implementation of the National Strategy at the regional and national levels does not fully meet the objectives of state policy in this area. In 2019, the NGO "Laboratory of Legislative Initiatives" at the request of the Secretariat of the Cabinet of Ministers and with the financial support of the Council of Europe conducted a monitoring study of the implementation of the National Strategy. Among the identified shortcomings, the key ones were the vagueness of the tasks of the National Strategy and the lack of criteria for the implementation of these tasks (Implementation of the National Strategy... 2019). Another study, which is directly related to the topic of this intelligence, was conducted by UEA in the framework of the project "Strengthening Decentralisation in Ukraine" with the financial support of the National Endowment for Democracy (NED), USA (Pilhun and Savva 2017).

Its main results can be summarised as follows: there is no system of criteria and indicators for the MA of the National Strategy implementation; representatives of civil society did not take part in the MA of the National Strategy implementation, although their participation was envisaged. Therefore, the publicly available data of the CMU Secretariat cannot be considered objective (Savva 2018). Based on the results of the research, the authors must state that in the absence of a proper mechanism for monitoring the process of implementation of the National Strategy, its successful implementation is impossible. Therefore, the urgent task in the formation of a new National Strategy should be to establish in its structure and in the system

of its implementation a mechanism for monitoring and evaluating the process of implementation of the National Strategy at all levels – national, regional and local. The results of such evaluation should be the basis for improving the process of implementation of the National Strategy and periodic updating of the National Strategy itself.

The authors also consider unjustifiably forgotten the positive experience of government monitoring, which was carried out during the implementation of the previous Strategy for Promoting Civil Society Development 2012-2015. The procedure for such monitoring was approved in 2013 by a resolution of the Cabinet of Ministers (Krupnyk and Orlova 2019) (which expired in 2016 on the basis of a resolution of the Cabinet of Ministers (On Approval of the Procedure... 2013; On the Repeal of the Resolution... 2016) due to the expiration of the Strategy). Due to clearly defined reporting dates and responsibilities, this mechanism of government control over the implementation of the Strategy has been effective. The importance of this monitoring was added by the fact that the plans for the implementation of the Strategy were approved annually by the President of Ukraine. The authors believe that the main components of this Procedure should be used in developing the mechanism of the Ministry of Defence for the implementation of the National Strategy for the next period. Based on the study, the authors have developed proposals for approaches to the organisation of the MA of implementation of state policy to promote the development of civil society and identified a set of criteria and indicators for evaluation. The MA of the National Strategy implementation process is proposed to be conducted on the basis of application of the Multilevel Benchmarking Method (Pilhun and Savva 2017; Krupnyk 2018) on the basis of an expert assessment of statistical information on 40 indicators characterising various aspects of the National Strategy implementation, grouped by the following 9 criteria:

- 1) reflection of the tasks of the National Strategy in planning-program and organisational-administrative documents, which is assessed by indicators of reflection of the tasks of the National Strategy in programs to promote the development of CS, in action plans and regulations on the body (unit) responsible for implementing the National Strategy;
- 2) implementation of the tasks of the National Strategy, reflected in the planning-program and

- organisational-administrative documents (indicators: a degree of implementation; timeliness of implementation; quality of implementation; an amount of resources spent compared to planned; organisation of internal and external control over the implementation of National Strategy);
- 3) regulatory and legal support for the implementation of the National Strategy (indicators: compliance of the regulations with the goals and objectives of the National Strategy; compliance of the regulations with the means to achieve the goals and objectives of the National Strategy; relevance, completeness, compliance with formalisation standards);
 - 4) information and analytical support for the implementation of the National Strategy (indicators: compliance with current legislation; availability, completeness, relevance, availability of necessary information; availability of bilateral (direct and feedback); transparency and openness of the authority);
 - 5) staffing of the implementation of the National Strategy (indicators: the structural capacity of communication units; efficiency of communication units; a level of organisational and methodological support; communications commissioners in profile units);
 - 6) the use of electronic communications in the process of implementing the National Strategy (indicators: completeness of information for users; information openness; functionality of the structure; ease of use);
 - 7) use of mechanisms of public participation in the process of implementation of the National Strategy (indicators: regulatory and legal support; information support (completeness, clarity, timeliness); educational and methodological support (training, recommendations, exchange of experience); organisational, technical and resource support; efficiency of use in practice of mechanisms of public participation);
 - 8) work with the population in the process of implementing the National Strategy (indicators: public education; civic education of CSO leaders; civic education of civil servants and local government officials; promotion of volunteer

activities; promotion of self-organisation of the population);

- 9) intersectoral cooperation in the process of implementing the National Strategy (indicators: promotion of charity; implementation of public-private partnership; implementation of the public budget; implementation of social order/CSO project competition; grant support to CSOs; information support; a level of trust between parties to intersectoral cooperation).

Information for expert evaluation is obtained from open sources, as well as through regular (monthly, quarterly and annual) reporting of executive authorities and local governments – in accordance with the procedure established by the government and the powers of these bodies. Expert evaluation of the process of implementation of the National Strategy according to the proposed indicators 2-, 3- and 4-point scales with a detailed description of what is set for a particular assessment. Depending on the level of government – national, regional or local (level of territorial community) – the composition of indicators may differ. The full set of criteria, indicators and description of options of their assessments are given in the System of Criteria and Indicators for Evaluating the Implementation of the National Strategy for Promoting the Development of Civil Society in Ukraine (Krupnyk and Orlova 2020). Regarding the organisation of the evaluation process itself, it is proposed to comply with the following requirements:

- 1) ME of the implementation process of state policy to promote the development of civil society should be monitored regularly (monthly, quarterly and annually) – in accordance with the Procedure for monitoring and evaluating the implementation of the National Strategy, approved by the Cabinet of Ministers. The instruction of the Government and the Coordinating Council on the development of such a procedure should be contained in decree of the President of Ukraine, which approves the new National Strategy-2021-2025.
- 2) ME should take place at all levels of government – national, regional and local – taking into account the powers of each level in this area. The evaluation process at all levels should be coordinated and carried out on a single organisational and methodological basis.

- 3) ME should take place both internally and externally: internally is carried out by the executors (self-assessment) and heads of bodies responsible for the implementation of the tasks of the National Strategy; external evaluation is conducted by the public and independent, including international bodies. The amount of points scored on all criteria by each of the authorities whose activities are evaluated is the basis for ranking the bodies of the appropriate level (CEB, regional state administration and Kyiv City State Administration, local government).
- 4) The ME process at the national level should be directed and coordinated by the authorised central executive body, at the regional level – the leadership of the regional state administration and the Kyiv City State Administration, at the local level – the relevant heads of territorial communities and executive bodies of local councils.
- 5) Information support of the ME process should include prompt publication of quarterly monitoring data on the websites of CEBs, regional state administrations, Kyiv City State Administrations, local self-government bodies and on the CMU portal “Government and Civil Society”; the final information for the year (or more often) should be considered at the level of the national Coordinating Council and also published on the specified portal.
- 6) At least once a year, a Civil Society Forum should be held in Ukraine, where the results of the MA of the National Strategy implementation are considered, regular tasks for its implementation are made and proposals are made to make changes to the National Strategy itself.
- 7) The methodology of the MA of the National Strategy and the process of organising the MA are periodically reviewed at the level of the authorised CEB, with the participation of scientific organisations and non-governmental think tanks.

CONCLUSIONS

In the process of this study, the process of implementation of the National Strategy was

considered as one of the important stages of the cycle of state policy to promote the development of civil society in Ukraine. In particular, the current state of the ME of this process was analysed, scientific developments on this topic were reviewed and the authors' own vision of such basic concepts in this area as “control”, “monitoring” and “evaluation” of public policy was offered. The study suggests that Ukraine does not yet have an effective mechanism for assessing the implementation of public policy in general and in promoting civil society. The main approaches to the realisation of the ME of the National Strategy implementation process have been developed, including the definition of a set of criteria, indicators and algorithm for organising the evaluation process at the national, regional and local levels of public administration.

The basic requirements to the organisation of the ME of the implementation process of the National Strategy in terms of periodicity, multilevel, organisational and methodological support, forms of control are formulated. A set of evaluation criteria and indicators was proposed and recommendations for the organisation of this process were provided, which is proposed to be carried out by experts based on statistical information analysis using the multilevel benchmarking methodology. The submitted proposals are aimed at the relevant levels of public authority in Ukraine. In particular, the President of Ukraine was invited to instruct the Government together with the Coordination Council with the participation of relevant experts to develop a mechanism for the ME of the National Strategy implementation at the same time as approving the new National Strategy. The Government, with the participation of the Coordinating Council, is invited to develop a methodology, legal and institutional framework for the ME of the National Strategy implementation using modern information technologies. The Verkhovna Rada is proposed to adopt the law “On State Strategic Planning”, having previously organised its wide public discussion. This Law will lay the legal foundations for the ME of state policy in Ukraine and the implementation of the National Strategy in particular. The mid-term evaluation of the National Strategy will identify and close gaps that can be addressed by mobilising tangible and intangible resources, disseminating best practices and taking adequate administrative measures.

The provided recommendations can be the basis for the creation and implementation of the ME system, which will include methodology, criteria, indicators,

organisation, authorised executors and other components, and will be one of the most important mechanisms for implementing the National Strategy. The authors also consider the development of a model and on its basis – a system for assessing the compliance of state policy to promote the development of civil society in Ukraine with the challenges and priorities of state formation at the stage of formation of this policy. The criteria for this evaluation should include both indicators that characterise the organisation of this process and the quality of the product obtained. The results of the evaluation should be used in the development of the National Strategy for the period after 2020.

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