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Facilitating Reform of Social Services in Ukraine**

Department for International Development

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**Good Governance and Integrity in Social Service Transition
and Reform:**

A Working Self-evaluation Tool

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List of Acronyms

CSGSSR	Cross Sectoral Group for Social Services Reform
DFID	Department for International Development
FRSSU	Facilitating Reform of Social Services in Ukraine
NGOs	Non Governmental Organisations
PPDG	Policy and Practice Development Group
RAEG	Regional Advisory Expert Group
ToR	Terms of Reference
UK	United Kingdom
WG	Working Group

Contents

Part 1:Principles and Practice of Governance	5
1. Introduction	5
Why is governance important in social services reform and what is it?	5
Who contributed to the document?	6
Key recommendations from this local dialogue	6
2. What is “governance?” what are “governance bodies” and why do we need them?	8
Key questions in reform and management of reform	8
Definitions of governance	
Part 2: Your own applications of the governance principles	13
Discussion, decision making and delegation	14
Vision, values and quality	14
Planning and priorities	15
Finance and internal audit	15
External relations	16
Annex 1 – List of the three workshop participants	

Good Governance and Integrity in Social Service Transition and Reform:

A Working Self-evaluation Tool

Part 1: Principles and Practice of Governance

1. Introduction

Theoretically the term “*governance*” means:

- effective cooperation of the many parties that participate in the process of managing joint affairs to ensure outcomes are as desired by a broad consensus

Why is governance important in social services reform and what is it?

It is generally accepted internationally that the way in which countries progress and improve the lives of their citizens is through a series of complex processes of reform to justify progressive government interventions and expenditures. One of these processes is improvement of “governance”.

Reform and improvement do not happen without the involvement of effective state government, at all levels, which is capable of delivering quality services to their citizens. This means a state that:

- responds to people’s needs and which, in turn,
- can be held to account for the services it provides.

For these reasons, we believe that good governance must be at the heart of social service reform in the Ukraine if reform is to be effective and efficient.

To help build the capacity of public and non-public institutions involved in social service provision in Ukraine, at national, oblast, city, municipal, rayon and community level, it is necessary to support grassroots – communities, clients and their representative and partners - to reinforce the demand for and expectations of good governance in decision making about and funding of social services.

It is important, as an integral part of this, to support civil society, generally, with a free media, public administration representatives and officials, parliamentarians and trade unions in improving accountability.

We believe that good governance should work towards:

- minimising all kinds of corruption within all organisations at all levels; and
- responding to the present and future needs of society by:

- ensuring the views of minorities and especially the most vulnerable members of society are recognised and taken into account, when decisions are made about future service provision;

In understanding the importance of the identified advantages in this process, we need to treat *governance* as a key factor in developing the civil principles necessary to develop the social services sector in Ukraine.

Who contributed to the document?

When preparing this document we used materials from a broad number of sources, and involved a wide range of contributors, including:

- internal discussions that took place between all team members of the Facilitating Reform of Social Services in Ukraine (FRSSU) Project;
- the structure of decision making and financial process in support of the FRSSU mini grant initiatives to support innovation in social services at community level;
- discussions following FRSSU Project team representatives attending a DfID organised round table discussion on ‘Good Governance and Ethics of the Third Sector Charitable Activities in the Ukraine’ in May 2006;
- an oral statement by the UK Secretary of State for International Development upon presenting a White Paper on International Development to the British House of Commons on 13 July 2006;
- the development of the ToRs of the FRSSU project cross sectoral governance bodies that address on a day to day basis the processes of decision making and information transmission that are embodied in good governance
- the practices of discussion and agreement at these FRSSU Project pilot area ‘governance groups’, including:
 - the City, Municipal and Rayon level Policy and Practice Development Groups (PPDGs) which include key local stakeholders from the four pilot areas in the two pilot oblasts of Khmelnytsky and Kharkiv; and
 - the Oblast level groups: (a) the “Regional Advisory Expert Group Plus”, (RAEG-plus), the Kharkiv Oblast Social Service ‘governance group’; and the Cross Sectoral Group for Social Service Reform (CSGSSR);
- a series of two workshops in Kharkiv on “Main Principles of Governance in Social Services Reform: Theoretical and practical aspects” that took place on July 19 and November 22, 2006 and a similar governance focussed workshop in Khmelnytsky (November 16, 2006), within the framework of the Project “Facilitating Reform of Social Services in Ukraine”.

Key recommendations from this local dialogue

Among the most frequently expressed recommendations at the end of the series of workshops were that:

- the workshop materials be summarised;

- a wide range of social service practitioners ought to be given access to these considerations and ideas; and
- these workshops materials should be used to develop a document that may be used to practically improve the performance of all organisations, in whatever sector, providing social services.

We would like to express our gratitude to all the workshops' participants¹ and believe that their ideas and the results of their assiduous work, presented in this document, will become a useful tool for all stakeholders working in the social service sector.

The main purpose of this document is to:

- help managers and members of public and non-public institutions understand the expediency and usefulness of creating a governance body to oversee the principles of independent governance in their own work.

Moreover, thanks to the results achieved by social work managers and specialists participating in the workshops, we have the opportunity to

- provide a number of practical examples of how organisations' or individual members can undertake a self-assessment of the principles of governance and test that they are being implemented.

For each suggested action the reader is encouraged to indicate whether their organisation applies

- principles of good governance, and if so,
- how successfully, efficiently, effectively and in a satisfactory and helpful way or unhelpfully and poorly these principles are applied.

We believe that this document should be seen as the beginning of an on-going dialogue within and between local practitioners involved in social services, in areas including:

- Policy development
- Strategic development
- Actual delivery;
- Planning of implementation; and
- Monitoring and evaluation,

the object of which is to:

- develop good practices of governance across all sectors and at all levels within Ukraine's social services system. This began with the local developments in Kharkiv and Khmelnytsky and can now be cascaded as lessons we learnt together with a broader set of Ministries and Government agencies.

¹ Lists of the three workshops' participants in Kharkiv and Khmelnytsky are given in the Annexes. Many others contributed to bilateral discussions with the team on this topic.

2. What is “governance”, “what are governance bodies” and why do organisations need them?

Key Questions in Reform and Management of Reform

- How does an entity, an agency, a government department or a service delivery agency or a board know how well it is performing?
- How does it know it is on target with the objectives it has set?
- How does the board or departmental management know if organisational targets have been achieved?
- How can it be sure that needed changes are being made?
- In the case of social services – how can we be sure that the interests of clients are being properly and fully catered for?
- How can we be sure that decision making is in the interests of clients or beneficiaries, rather than subverted by some other agenda?
- In an ever-changing environment, how can an organisation and the board that governs it know that its mission, values and programmes are relevant?

The real question behind these issues is: how can the any agency measure its own performance against benchmarks and show it is giving (in the case of the public sector) value for public money? These questions and many more can be answered by this document.

Definitions of Governance

Today the term “*governance*” has many meanings and moreover, it has become a mandatory part of the management of an organisation. Theoretically the term “*governance*” means cooperation of many parties that participate in the process of managing joint affairs to ensure the outcomes desired by a broad consensus of interested parties.

Our approach to governance is one that recognises that governance is necessary at all levels and involve all sectors:

- international;
- national;
- local; and involves
- all sectors, (public, private and NGO sectors).

Therefore local authorities act in this process as one of several participants. In addition “governance” could be treated as a process of management and coordination of efforts.

The international working group on governance in the not-for-profit sector of Central-Eastern Europe has developed the concept of *efficient governance* – understandable and transparent

process in taking decisions that helps a governance board of an NGO use resources efficiently and in accountable manner and apply power resting on joint values.

Therefore, *governance* is the foundation to build up an organisation's potential and ensures its sustainable development. Without governance responsibility in an organisation decreases and the ability of the whole sector to develop falls down.

If we regard governance from a practical point of view, it will be necessary then to identify the circle of subjects and the system of relations that develops between them. A specific body responsible for governance of an organisation has concrete responsibilities and performs basic functions. Normally these responsibilities are undertaken by :

- a Board of directors;
- an Executive committee;
- an Advisory board;
- a Supervisory committee, etc.

The composition of such bodies can vary depending on the organisation's aims and objectives. For example:

- representatives of local self-governance, media, international donor organisations, businesses, educational and scientific establishments could be members of a **Resource Centre** governance body.
- **Self-support organisations** need representatives of local business, public authorities, directors of local resource centres, editors-in-chief of newspapers, clergymen and intellectuals.
- **Business associations** would like to have in their governance body representatives of public institutions, political parties, deputies, leaders of NGOs.
- **Charitable foundations** wish to have well-known people with perfect reputations in the community, such as lawyers and professional economists.

The direct role of governance body is not to oversee in detail the daily management of the organisation, though it does impact strongly upon that. A governance body should spend its time on:

- solving an organisation's strategic issues, and setting out its principles and ethos; and
- avoid distracting staff from their daily work.

Therefore, the governance body should clearly negotiate the boundaries between the governance body and the executive director, so as not to interfere with the day to day work of an executive director. In this regard it is important to differentiate between the functions of governance and management, whilst understanding at the same time that they are interdependent:

- *Governance* pertains to the mission of an organisation, sticking to values, honesty, transparency, accountability and is needed to identify *what has already been done*, and *what is to be done* in the long term.

- *Management* pertains to daily planning, reporting, coordinating staff work, sticking to the set time periods and is required to control *what is being done*.

In recent years many Ukrainian NGOs have had a so-called “one-person system” of management, when one person is responsible for all of strategic management, PR, projects’ implementation and other routine work. As of today many organisations understand the need for differentiating between the functions of governance system and management system, for attracting new people to the planning process and for evaluating organisational performance.

It may seem that a governance body is like a VIP, the functions of which are just demonstrational and formal. But in reality an *effective* governance body has important and practical functions and duties that impact greatly upon the practicalities of the running of an organisation:

- *Function to set organisation’s mission* - governance body has to formulate values inside the organisation, focusing the mission on the client;
- *Search for resources* - governance body has to identify strategies for providing resources, develop mechanisms to attract funding, evaluate fund-raising events, control implementation of fund-raising strategies and, if required, participate in fund-raising activities;
- *Function of supervision* – real control over budget, internal auditing, preparing annual reports, developing and approving ethical standards, carrying out annual evaluations of the organisation’s performance, developing evaluation system;
- *Popularisation of the organisation* –developing relations with media, contacts with authorities and other NGOs, using achievements and image of the governance body members, triggering joint projects in collaboration with other NGOs, spreading information about the organisation in the community.

Together with the above stated tasks a governance body may actively develop organisational policies, such as:

- *Personnel policy* – hiring, firing, assessing, determining responsibilities for the organisation’s employees;
- *Policy in providing services* – identifying standards, adjusting informational flows, developing procedures for services provision, developing criteria for work quality evaluation, impact on changes;
- *Policy of cooperation with authorities* – spreading and collecting information, participation in decision taking;
- *Financial policy* and demonstration of transparent and honest payment systems and procedures ;
- *Policy for the governance body work* – developing structure, procedures and frequency of meetings, term of office for the governance body members, mechanisms of authority delegation.

Therefore, summarising directions of a governance body performance we may say that an organisation requires a governance body for:

- working with staff, service users, the organisation's members and other stakeholders;
- to develop, maintain, and keep under review the organisation's vision or 'mission'

- and an ethical or values framework for the organisation's services and activities;
- ensuring the organisation has clear goals and priorities for its work and clear policies and procedures for doing the work, and that these are consistent with the organisation's values;
 - ensuring that all staff (paid and unpaid) and board members are aware of these values, goals, priorities, policies and procedures;
 - ensuring decisions about the organisation and its work are properly and sensibly made and effectively implemented;
 - ensuring the organisation has adequate resources (people, expertise, money, time, space, equipment, materials and energy) to carry out its work;
 - ensuring the organisation develops and maintains appropriate relationships internally (with its members, users of its activities and services, paid and voluntary staff, board members and others within the organisation) and externally (with its supporters, donors, funders, other agencies, the media, policy-makers, Charity Commission etc);
 - ensuring the work of the organisation is done effectively and efficiently, and that the people who do the work are properly managed and supported;
 - ensuring the organisation's money, equipment, property and other assets are safeguarded and are properly used, and that the organisation and its assets are not exposed to unnecessary or unacceptable risk;
 - ensuring the organisation complies with the law, with the conditions of contracts and other agreements, and with the requirements of its governing document (constitution, rules, trust deed, or memorandum and articles of association); and
 - ensuring appropriate accountability to funders, supporters, members, service users, regulatory bodies and other stakeholders.

Efficient governance demands an organisation works on the following **main principles**:

- *Participation*: when taking decisions organisation's members should have either direct franchise or input via legally represented intermediaries that act on their behalf. Democracy and decentralisation are the necessary preconditions for participation.
- *Strategic vision*: leaders and the organisation should develop wide and long-term prospects as regards *governance*, staff development and their organisation's development.
- *Transparency*: processes and information flows, where information on the organisation should be commonly accessible for those concerned. Also sufficient information should be provided to promote better understanding and to carry out monitoring.
- *Responsibility*: institutions and processes try to serve all the beneficiaries.
- *Focusing on consensus*: different interests are adjusted with the aim of reaching a wide consensus.
- *Efficiency and effectiveness*: process in which results meet the needs at the best resources utilization.
- *Accountability*: organisation's managers are accountable to their subordinates, while the organisation is accountable to the community and all the beneficiaries of the process.

It's undisputable that the complex issues involved in updating and reforming social services in the Kharkiv oblast – where our analysis began – and in Ukraine as a whole, must be solved at different levels and by different sectors to overcome some of the current negative characteristics whilst at the same time developing potentially strong features of some existing services. Therefore, we think it extremely expedient to focus attention of public authorities and non-governmental institutions on adopting the principles of governance outlined in this document to enhance their performance.

Part 2: Your own applications of the governance principles

How do you check if your own organisation has adopted and is applying the governance principles described in this document so as to improve your organisation's performance?

Your board or your supervisory organ is responsible for ensuring that people are appropriately consulted and involved in decision-making within the organisation, and that stakeholders from outside the organisation - such as founders and other agencies - are consulted when appropriate.

Your governance process is not necessarily about **doing**, it is about **ensuring things are done**. In small organisations, it is almost inevitable that board members will be involved not only in making decisions and monitoring work, but doing some (or all) of that work. As an organisation grows the board becomes less involved in day-to-day activities, delegating to employed staff the responsibility for most tasks.

How does your board or other governance body know how well the organisation is performing? How does it (you) know it is achieving the aims and objectives it has set? How does the board know if the changes it recommended are being achieved?

Board members are faced with urgent and competing demands on their time, both internally (within the organisation) and externally. In the midst of these priorities, board members need to make the time to assess and discuss how well the organisation they represent is doing.

This next section offers a framework to take stock of your organisation's progress set against five key areas of organisational activity (previously agreed at the FRSSU workshops):

1. Discussion, decision making and delegation;
2. Vision, values and quality;
3. Planning and priorities;
4. Finance and audit; and
5. External relations.

In order to check if your organisation's governance body is functioning properly we suggest that you use the self-evaluation tool developed during the second workshop to check on how well you are doing as a board to ensure that things are being done within your organisation. As indicated above this part of the document is made up of five key areas of activity which should help to assess the performance of a governance body. Under each key activity heading there is a list of checkpoints. Start by going through the list of checkpoints. Tick how you think your board is currently performing on each of them. Where you've ticked 'Poor', that's probably your starting point for instigating improvements and change. Organisational governance bodies can then prioritise the key step they can realistically tackle that will make significant difference to their organisations performance for the coming year. Ideally the governance body should review and update progress each year, adding additional key areas of activity when necessary.

Discussion, decision making and delegation

Self-evaluation governance checklist	<i>Good</i>	<i>Satisfactory</i>	<i>Poor</i>
<p>Governance body:</p> <ul style="list-style-type: none"> - Ensures that board members have a duty to act at all times in the best interests of the organisation and its beneficiaries - Ensures that every organisation's member understands strategic tasks; - has the documents that frame its performance (statute, etc.) and reflect the process of meetings and decisions taking; - ensures two-side process in taking decisions including the proposals of the staff and delegation of authority in taking decisions by the governance body; - ensures that the organisation involves service users, community representatives (media, NGOs, associations, citizens, etc.) and they are encouraged to participate in decision making; - provides that a specialist in social service takes responsibility for decisions when rendering the service - ensures that there is a clear definition of responsibilities, specifically – acceptance and implementation of the functional duties; - guarantees that the client is taken into account in decisions on service provision; - organisation reports annually to a general meeting of the organisation's community; and - guarantees that decisions on staff recruiting are taken on the basis of open competition. 			

Vision, values and quality

Self-evaluation governance checklist	<i>Good</i>	<i>Satisfactory</i>	<i>Poor</i>
<p>Governance body ensures:</p> <ul style="list-style-type: none"> - the goals and performance of the organisation meet community/clients' needs; - the joint vision and aim of the organisation is shared by all the staff; - a clear statement on what the organisation is trying to achieve, (mission statement or vision) exists; - that this vision is contained in a strategic plan, (or development or business plan); - that the organisation reviews the values, making amendments, where necessary (once in 3 years); and - there are processes available to evaluate services quality by 			

developing methods and tools to conduct monitoring and evaluation, for example: <ul style="list-style-type: none"> - that there are clear policies, rules, guidelines, standards and procedures to carry out the organisations work; - conducting services quality monitoring on a regular basis; - conducting internal organisational staff supervision; - that a quality evaluation is conducted through client (feedback); and - external inspections. 			
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Planning and Priorities

Self-evaluation governance checklist	<i>Good</i>	<i>Satisfactory</i>	<i>Poor</i>
Governance body ensures: <ul style="list-style-type: none"> - that an assessment of the needs of clients, and a review of the social services market takes place on a regular basis; - agrees priorities and that there are sufficient resources available to achieve the plan; - the creation of a strategic plan on the basis of priorities (coordinating performance of public, non-governmental and charitable organisations); - the development of a work programme based on the strategic plan, with clear timetables of specific pieces of work; - all staff are aware of the agreed strategic plan, overall work programme and understand how their own jobs fit into the plan and work programme; - ongoing internal audit, correcting plans, making amendments and additions; - amendments and additions to the plan at the joint co-ordination sessions - ongoing communication with the community; - monthly, quarterly and annual planning involving the consideration of service users and staff ideas; and - increased partnership. 			

Finance and internal audit

Self-evaluation governance checklist	<i>Good</i>	<i>Satisfactory</i>	<i>Poor</i>
Governance body ensures: <ul style="list-style-type: none"> - That they identifying all available financial sources, including foreign investment; - That they are clear on what they plan to do in the strategic plan and know what it will cost and where the resources will come from – compile a business plan; - Financial procedures are in place including income 			

<ul style="list-style-type: none"> collection, grants, donations; - Controlling financial performance (internal and external); - Evaluating spending; - Correcting the financial plan; - Efficient utilisation of funds; - Publicising (publications, reports) financial reports in understandable format; and - Distribution of funds by specific cost lines on the basis of collective decision. 			
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External Relations

Self-evaluation governance checklist	<i>Good</i>	<i>Satisfactory</i>	<i>Poor</i>
<p>Governance body ensures:</p> <ul style="list-style-type: none"> - That procedures are developed and implemented to ensure service user involvement; - That major funders and donors are involved wherever appropriate in the development of organisational plans and that funders and donors are informed about the possible problems and positive events; - The positive promotion of the image of the organisation through the media, advertising and promotional events; - The efficient partnership, co-operation with NGOs, government agencies and donors; - The availability of agreements and plans for joint actions and promoting these in the media, advertising and promotional events; - Inviting volunteers (training, skills upgrading), and clients as volunteers; - Participation in the events of “sister” organisations whenever appropriate; - Regular evaluation of the partnership efficiency, media relations, advertising and promotional events; and - Regular partners’ search, tracking the performance of “sister” organisations. 			

ANNEX 1

LIST OF WORKSHOP PARTICIPANTS

List of participants – 1st Governance Workshop, Kharkiv, 19th July 2006

V. P. Tretetskiy	Deputy Head of Kharkiv Oblast State Administration, Head of the Group
S.O. Gorbunova-Ruban	Head of the Principal Department of Labour and Social Protection of Population of Kharkiv City
Kalyta L.V.	Head of Service on Minors' Issues of Rayon Administration
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Potapova N.D.	Resource and Professional Centre for Youth Development
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Cheban-Kudashkina	«Malva»
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Balabanov V.V.	«Unity» NGO
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Bolobodko E.V.	«Purple Sails» NGO
Lebedeva L.A.	«UTIR» Oblast organization
Butenko V.A.	«Right of Choice» Centre
Bundakovska K.A.	Centre for Family Leisure
Gorbatovska N.F.	GUTSZN
Utevska S.V.	TsPR
Fedchanko O.P.	UTSZN
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Bob Milne	Social Care Delivery and Policy Development Adviser, FRSSU Project
Irina Tchernyshova	FRSSU Project Coordinator in Kharkiv Oblast
Roman Sheyko	Social Service Adult Capacity Building Specialist, FRSSU Project
Tetyana Chernetska	FRSSU Kharkiv Project Officer
Anatoliy Naumov	Interpreter

List of participants – 2nd Governance Workshop, Kharkiv, 19th July 2006

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V.A.Butenko.	Centr “Pravo Vyboru”
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List of participants – Governance Workshop, Khmelnytsky, 16 November 2006

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Nataliya Grubova	Social worker of Kamyanets-Podilsky Educational Complex

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Lesya Malanchak	Director of State Educational Establishment “Krasyliv Vocational Lyceum”
Nataliya Martynyuk	Head of Division of Labour and Social Protection Department of Kamyanyets-Podilsky Municipal Council
Bob Milne	Social Care and Community Development Advisor of DFID project “Facilitating Reform of Social Services in Ukraine”
Valentyna Pyzhova	Deputy Director of Kamyanyets-Podilsky Social Centre “Nadiya”
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