Vox Ukraine

Kyiv Global Government Technology Centre

GOVTECH REFORM INDEX

Volume 1

Kyiv
Global Government
Technology Centre

Vox
Ukraine

GovTech Reform Index
Based on Regulatory Act Assessments
Q1–Q2 2025

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01. PROJECT DESCRIPTION

At the beginning of 2025, Vox Ukraine and the Global Government Technology Centre in Kyiv (GGTC Kyiv) joined forces to launch a joint initiative to track reforms in the field of digitalization. The first outcome was the report Reform Radar: Tracking Ukraine's Digital Transformation, which covers the period from 2019 to 2024 and laid the groundwork for the first comprehensive framework of the regulatory environment for digitalization in Ukraine.

The next step in this collaboration is the launch and regular updating of the GovTech Reform Index, an analytical tool for systematically monitoring digital reforms in Ukraine. The Index enables tracking of digital solutions, technological change, and innovative approaches across the government, offering an objective assessment of the pace and direction of digital transformation in the public sector.

The Index is calculated quarterly. The selection of regulatory acts that have a direct or indirect impact on digitalization is conducted by the analytical teams of Vox Ukraine and GGTC Kyiv.

The regulatory acts are evaluated by an expert council consisting of 14 representatives from civil society, business, and academia. The experts have experience in public administration, digital technologies, analytics, economics, and law.

Representatives of state authorities are not involved in the evaluation to ensure the independence and impartiality of the results. If an expert has any connection to a particular regulatory act or policy area, they disclose it openly and do not evaluate the respective act.

This product is not only a useful tool for Ukraine, but also a model for other governments, including EU member states, in developing a methodological framework for monitoring reform initiatives and preventing anti-reform measures. It will help strengthen transparency, effectiveness, and accountability in governments worldwide.

02. METHODOLOGY

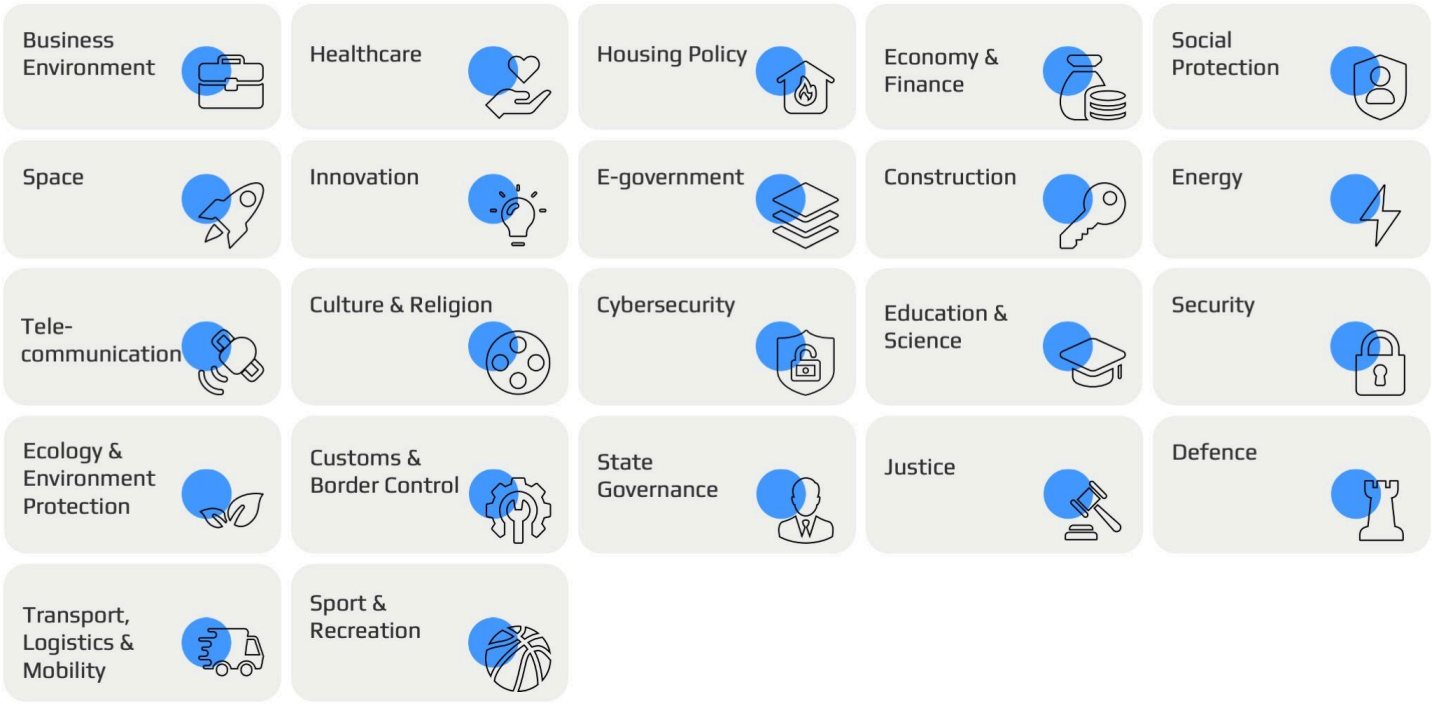
The **purpose** of this methodology is to provide a quantitative assessment of the level of digitalization in Ukraine through a systematic analysis of regulatory acts adopted in the field of digital transformation. The methodology allows for the calculation of the GovTech Reform Index (I_{dig}), which reflects the country's progress in developing digital services, infrastructure, and the regulatory environment.

Sources: the Verkhovna Rada of Ukraine, the Cabinet of Ministers of Ukraine, the Ministry of Digital Transformation, and other public authorities.

Selection criterion: regulatory acts that have a direct or indirect impact on digitalization.

Signature period of the regulatory acts: Q1–Q2 2025.

Policy Areas Used to Classify Regulatory Acts

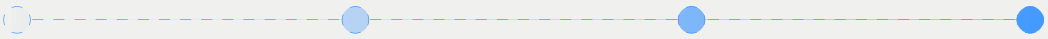


Criteria for Expert Evaluation

Each regulatory act is evaluated by three experts in order to minimize bias and strengthen reliability. The evaluation criteria are as follows:

1. Innovativeness (the level of novelty in digital solutions)

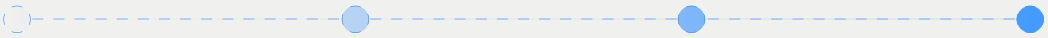
To what extent does the act introduce new digital approaches or technologies?



0	1	2	3
the act contains no digital innovations (it describes only traditional processes)	the act includes minimal innovations (for example, digitalizing existing acts or assisted process automation without significant changes (a person performs the task and the technology supports)	the act introduces substantial innovations that update processes within the existing infrastructure—for example, automation at the *human-on-the-loop* level (technology performs the task and a person supervises), or the creation of new services	the act provides for breakthrough or transformational digital technologies—for example, the use of AI, blockchain, cloud solutions, or the creation of fundamentally new digital models

2. Feasibility (realistic implementation)

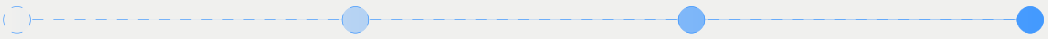
How realistic is it to implement the provisions of the act under current conditions?



0	1	2	3
implementation is nearly impossible—resources, technologies, or institutional capacity are absent and the act is unrealistic	implementation is possible but requires significant effort—for example, large-scale funding or long implementation timelines	implementation is realistic but requires some effort—moderate complexity and a need for additional resources, though still achievable	implementation is easy to carry out under current conditions—the necessary resources, institutions, and technologies are in place for rapid implementation

3. Duration of Impact (sustainability of results over time)

How long-lasting are the effects of implementing the act?



0	1	2	3
the effect is short-term or absent—changes are temporary, last only a few months, and do not have a systemic character	the effect lasts 1–2 years, after which the force or significance of the act declines	the effect is medium-term (up to 5 years) and ensures stable changes over the medium horizon	the effect is long-term (more than 5 years) and ensures lasting changes or lays the foundation for long-term development

Calculation of the GovTech Reform Index Based on Regulatory Act Evaluations

Formula for the GovTech Reform Index:

$$I_{dig} = \frac{\Sigma (S_j \cdot n_j)}{\Sigma n_j}$$

Index Calculation:

1. **Each expert evaluates every regulatory act according to the three criteria.**

   To obtain the final score of a specific regulatory act (I_i), the median of the scores assigned by the expert group is used.

   $$I_i = median(E_{i1}, E_{i2}, E_{i3})$$

2. **Policy Area Score (S_j)**

   The score for each policy area is calculated as the arithmetic mean of all regulatory acts evaluated within that area.

   $$S_j = \frac{1}{nj} \sum_{i=1}^{nj} I_i$$

3. **GovTech Reform Index (I_{dig})**

   The Index is calculated as the weighted average of all regulatory act scores, with weights corresponding to the number of acts in each policy area.

   $$I_{dig} = \frac{\sum_{j=1}^{m} (S_j \times n_j)}{\sum_{j=1}^{m} n_j}$$, where

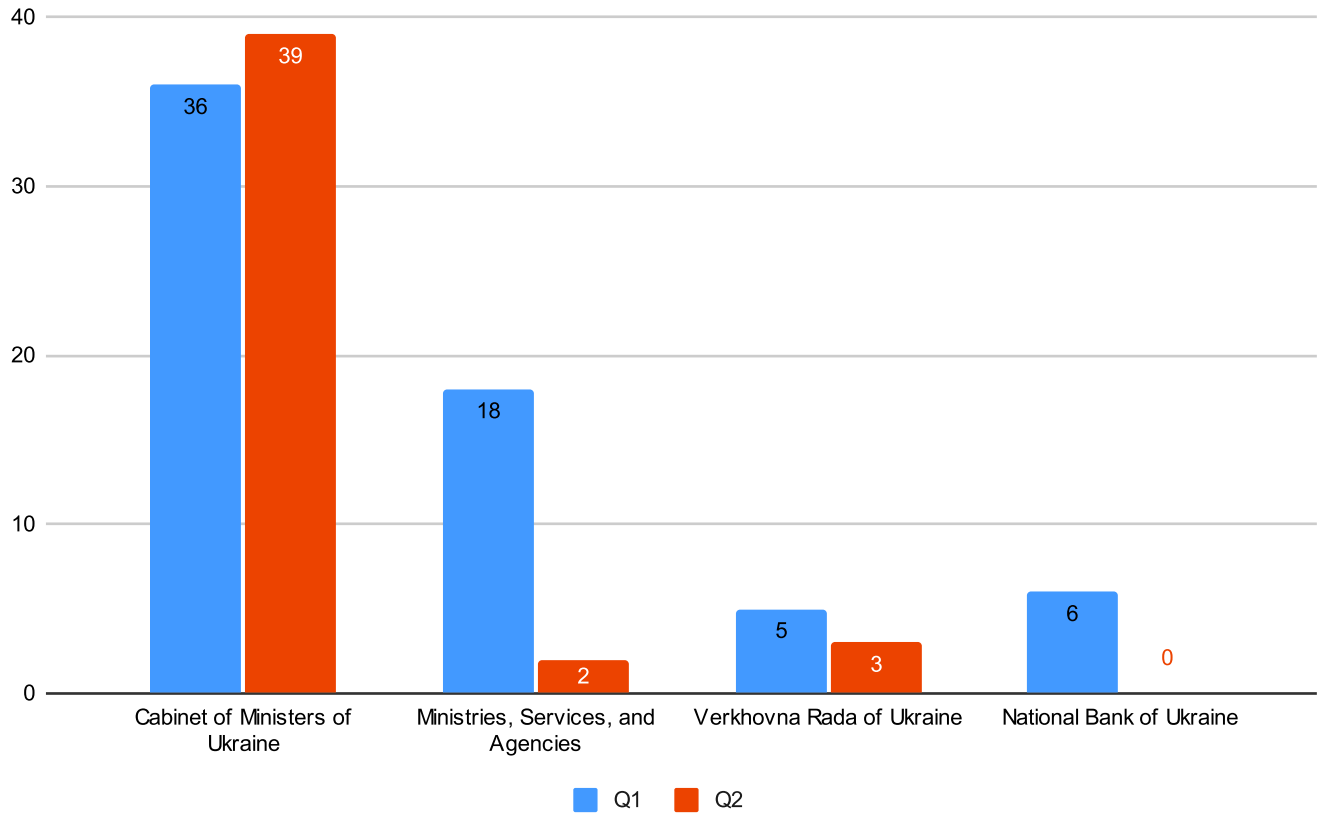
   S_j – the score of each policy area j;
   n_j – the number of regulatory acts evaluated within policy area j;
   m – the total number of policy areas.

03.
RESULTS

During Q1 and Q2, the analytical team selected 109 regulatory acts related to digitalization. More than half of them were adopted at the beginning of the year.

The majority of regulations were initiated by the Cabinet of Ministers of Ukraine — 69% of the total for the first half of the year (Figure 1). This is fully expected, since the Cabinet is the body responsible for developing provisions to implement legislative norms.

Figure 1. Initiators of Selected Digitalization-Related Regulatory Acts, Number of Acts



During the period under review, none of the regulations received a score below 1 on the 0–3 scale, and 35 received a score above 2.

The scores of all regulatory acts are available here.

The weighted GovTech Reform Index in both Q1 and Q2 stands at 1.98. It is still too early to speak of a meaningful quarter-to-quarter shift, yet expert assessments remain stable. The cumulative figure for 2025 is 1.98, indicating a steady medium level of digitalization.

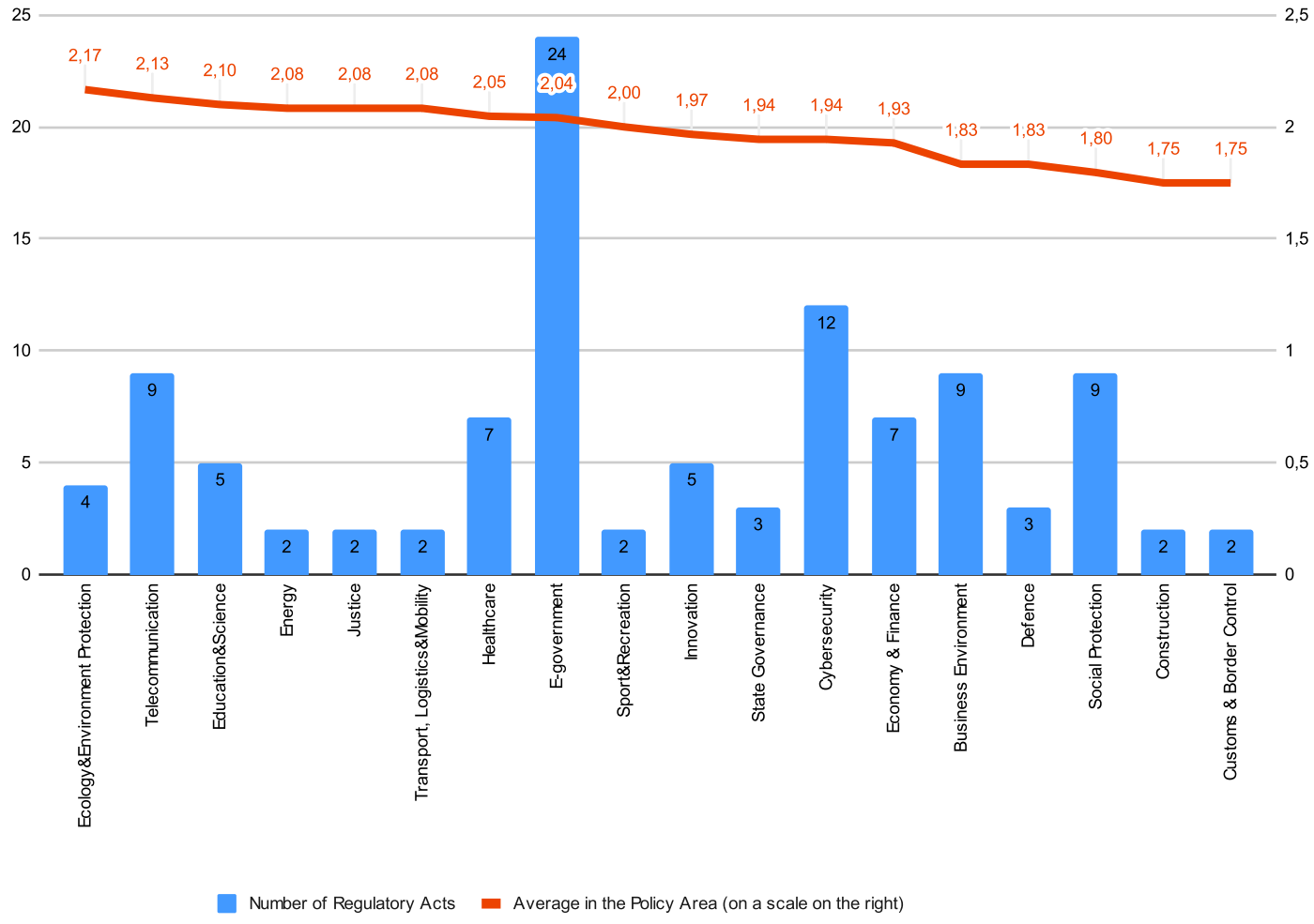
Table 1. GovTech Reform Index of Regulatory Acts: Q1–Q2 2025

	2025	Q1	Q2
Number of Evaluated Regulatory Acts	109	65	44
GovTech Reform Index (weighted by policy area)	**1,98**	**1,98**	**1,98**

Scores of Regulatory Acts by Policy Area

We recorded the largest number of changes in the areas of e-government and cybersecurity (Figure 2). Social protection, telecommunications, and improvements in the business environment were also among the priorities for lawmakers.

Figure 2. Number and Average Scores of Regulatory Acts by Policy Area in Q1–Q2 2025 (Combined)



Most policy areas received average scores in the range of roughly 1.8–2.1, indicating that the regulatory changes are generally substantial but not transformative. A few regulatory acts significantly shifted the "rules of the game," yet many areas still need greater novelty in solutions, stronger feasibility, and longer-lasting impact.

The highest average scores were recorded in the areas of Environmental Protection (2.17), Telecommunications (2.13), and Education and Science (2.10).

In the **ecology & environment protection sector**, lawmakers initiated changes related to the creation of the Unified State Electronic Management System for the Fisheries Sector and the Unified Electronic Registry for Monitoring, Reporting, and Verification of Greenhouse Gases. They also launched an experiment on the full digitalization of permitting documents in the forestry sector, which will run until 2027, and introduced the use of best available technologies and management practices to reduce environmental harm, enhance enterprise competitiveness, improve energy efficiency, and support Ukraine's sustainable development.

In the **telecommunications sector**, the adopted regulations provided for the deployment of digital infrastructure during martial law—allowing operators to place network facilities on state and municipal buildings and land under a simplified procedure. They also enabled the launch of a unified digital system for operational and technical management of electronic communications networks during states of emergency or martial law, advanced Ukraine's integration into "roaming like at home," and expanded access to the EU internal market in the electronic communications sphere. In addition, the government formalized the rules for providing and using cloud services and data center services for state information resources and restricted-access data, modernized the regulatory framework for the National Electronic Communications Network and the National Confidential Communications System, and approved the Strategy for the Development of Ukraine's Electronic Communications Sector until 2030.

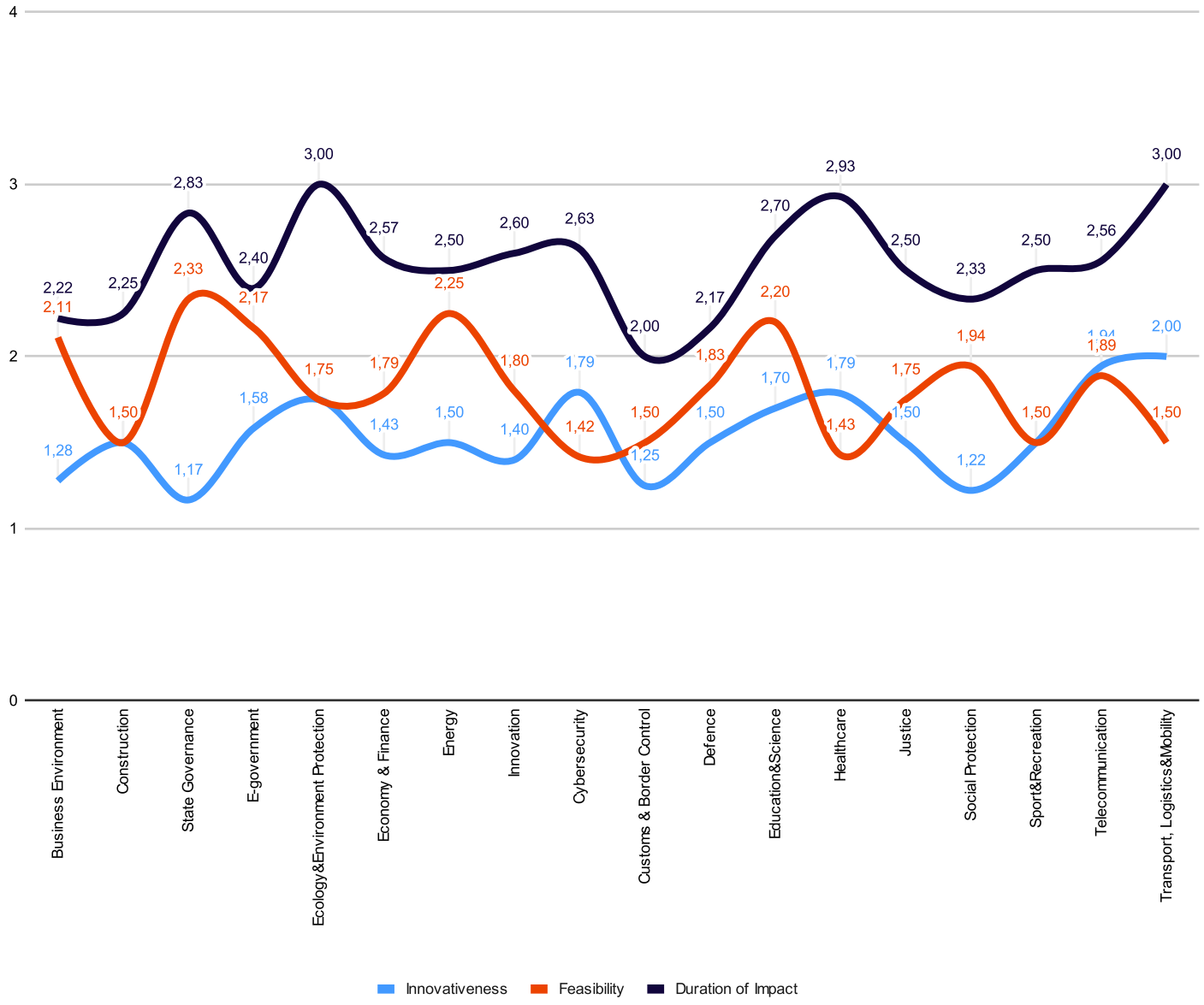
In the **education and science sector**, the main innovations included the launch of a pilot program providing state support for the education of veterans' children through digital services, as well as the development of an electronic education document (an e-document) available through the Diia portal and mobile application. In addition, the government updated the operating rules and content policy of the Mriia educational application and approved the Concept of Digital Hygiene for Preschool Children, which emphasizes the safe and responsible use of digital technologies in kindergartens and at home.

The lowest average scores were recorded in the areas of Social Protection (1.80), Construction (1.75), and Customs and Border Regulation (1.75). According to the experts, these comparatively lower scores are due to only minor changes in existing services.

Scores of Regulatory Acts by Evaluation Criteria

The assessment shows that the duration of impact is the highest across most policy areas—approaching three points—which indicates strong potential for lasting change. Feasibility is generally moderate, with occasional upward spikes. Scores for digital novelty remain the lowest and most uneven across areas. This can be explained by the time gap between technical readiness and legal formalization: some solutions were awaiting the necessary regulatory approval even though they were already being applied in practice.

Figure 3. Average Scores of Regulatory Acts by Evaluation Criteria in Q1–Q2 2025 (Combined), by Policy Area



Comments from Members of the Expert Council on the Innovativeness of Selected Regulatory Acts:

Nadiia Omelchenko
Educational Initiatives Foundation

"This is an important stage in the development of electronic identification in Ukraine, and it represents a large-scale innovation. Additional resources are needed for cybersecurity, integration, testing, and user training—so I indicated that implementation will require some effort. At the same time, much preparatory work has already been completed in this area."

Comments from Members of the Expert Council on the Feasibility of Selected Regulatory Acts:

Kateryna Stavniichuk
CEO of the GovTech Alliance of Ukraine (GTA UA)

"The implementation of digital tools requires substantial resources, integration with state registers, robust cybersecurity, and stable financing. Effective cooperation among the state, business, civil society, and donor organizations is therefore critical for successful digital transformation. It is this multisectoral approach that ensures the sustainability, security, and practical value of digital solutions for users."

Nataliia Chornohub
Open Data Association; GR Lead, YouControl

"For successful implementation, it will be essential to ensure the necessary technical infrastructure, staff training, and a clear rollout plan. Given current conditions, implementation may be delayed or require external support. It will be important to monitor how the law is further detailed in subordinate acts and whether it includes a technological component."

Comments from Members of the Expert Council on the Long-Term Impact of Selected Regulatory Acts:

Nadiia Omelchenko
Educational Initiatives Foundation

"It was difficult to assess the long-term consequences of implementing the act or returning to its full application. There will be an effect, but it is hard to predict. The return to intellectual property rules is important."

Anastasiia Sleptsova
HATA Hub | Digitizing.Space

"In the long run, given the number of veterans and those affected by the war, the changes set out in this act are extremely important. There is a clear shift from a 'Soviet-style' system to a more rules-based approach in the sector, alongside full-scale digitalization."

04. KEY FINDINGS

1

In Q1–Q2 2025, a total of 109 regulatory acts were selected, most of them initiated by the Cabinet of Ministers. None received a score below 1, and 35 scored above 2. The weighted index in both quarters stands at 1.98—serving as a baseline for tracking future changes in the level of state digitalization.

2

The largest number of changes was recorded in e-government and cybersecurity. The highest average scores were observed in the areas of environmental protection, telecommunications, and education and science, while social protection, construction, and customs/border management demonstrated more limited digital innovation.

3

Across the evaluation criteria, the strongest dimension of the regulatory acts is the duration of impact, whereas digital novelty received lower scores. This is partly explained by the fact that many key decisions had been developed and coordinated earlier, and the acts themselves primarily formalize existing approaches rather than introduce fundamentally new digital solutions.

05. GLOSSARY

Term	Explanation	Source
Counter-reform	Actions or measures aimed against transformations, changes, innovations in public life, the economy, and fields of knowledge.	Dictionary of the Ukrainian Language
Regulatory act	An official document adopted (issued) by an authorized entity in the form and manner prescribed by law, which establishes legal norms for an indefinite group of persons and is intended for repeated application.	Verkhovna Rada of Ukraine
Reform	An action or process of changing an institution or practice with the aim of improving it.	Oxford Dictionary

Kyiv
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The Global Government Technology Centre (GGTC) in Kyiv is the world's second GovTech center after Berlin and the 21st Centre for the Fourth Industrial Revolution (C4IR) within the World Economic Forum's global network. The Centre was established at the initiative of Ukraine's Ministry of Digital Transformation and the World Economic Forum, with support from the EGAP Program implemented by the East Europe Foundation and funded by Switzerland.

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Vox
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Vox Ukraine is a non-governmental organization (NGO) founded in 2014 after the Revolution of Dignity. Its mission is to support Ukraine's modernization and elevate the quality of economic debate in order to advance effective public governance and improve the well-being of Ukrainians. For more than ten years, we have carried out quantitative assessments of reforms in Ukraine through the Reform Index project.

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