

Why Does Ukrainian Training System of Senior Civil Servants Need Strategic Planning and Policy Analysis?

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Abstract

Nowadays the life demands to formulate new requirements to professional development and training of senior civil servants in the sphere of Public Administration in Ukraine, in particular, in strategic planning and policy analysis. Paper discussed the existing capacities for training senior civil servants in the area of policy analysis and strategic planning; role of NAPA for training capacity, implementation of modern training programs requires their integration into the European educational space (European accreditation of Academy was the research and methodological capacity of the specialization "Public Policy Analysis"); support for establishing strategic planning (provided by PAUCI Foundation and cooperation with Ministry of Economy of Ukraine). Point of recommendation is specified on teaching methodology (case-studies, distance learning, games methodologies, preparing of policy papers, strategic plans and oral presentations etc.) to ensure the needs of capacity building in the area of responsible governance. Special attention is paid to creation of international teams for public servants trainings.

The proposed work should be considered as the expended and amended materials titled "Implementation of Specialization "Public Policy Analysis" to the Ukrainian Training Programs for Public Servants: Opportunities and Barriers", which were presented at the 14th NISPAcee Annual Conference [1]. Following the XVIII International Congress on the Training and Development of Senior Civil Servants (Kyiv, 2005), the pronouncements [2] were published containing the results of theoretical and methodological research in the area of training senior public servants which are worth to take into account during the development of curricula for training senior public servants in Ukraine, including that at the National Academy of Public Administration, Office of the President of Ukraine (NAPA).

1. The development of public policy in the society is practically impossible without strategic planning because the analysis always begins from the

characteristic of the concept of national strategy as a future successful public policy. Taking into account the variety of terms for ‘strategy concepts’, ‘analysis’, ‘policy’, ‘management’, ‘public administration’, first of all, let us note, that public policy is the course of actions (or inactions), chosen by public authorities to address a given problem or interrelated set of problems. Strategic planning is a brief picture (vision of future), which reflects the consequences of government intervention in a determined problem. The popularity of strategic planning is explained by its rationality and global world integration.

The author suggest to analyze these requirements on the basis of UNDESA’s (UN Department of Economics and Social Affairs) 2005 World Public Sector Report “Unlocking the Human Potential for Public Sector Performance”, annual World Development Reports by World Bank, with the special attention on the 1997 Report (The State in a Changing World), 1999/2000 (Entering the 21st Century: The Changing Development Landscape), 2002 (Building Institutions for Markets), 2003 (Sustainable Development in a Dynamic World: Transforming Institutions, Growth, and Quality of Life). The recently published World Bank Report (on 15 September 2006) – “The new Governance Matters, 2006: Worldwide Governance Indicators” – is also to be studied for formulation of conclusions and suggestions.

Other progressive examples of the world comparative research devoted to the issues of what makes a state competitive in the globalized world, more attractive for citizens’ living under conditions of high competition among the developed countries for the best human capital (in particular, in the sphere of public administration) are also worth studying. Some of such examples are annual Global Competitiveness Reports (the last one is of year 2006/2007), which are prepared by The World Economic Forum.

2. The above mentioned researches enable the governments of the countries worldwide (especially those with transition economy, the newly established ones) to formulate the important requirements for building a good governance system and to set the public policy goals and objectives which would provide for the sustainable development. This development shall be in line with both generally recognized human values (it is evident in the globalized world) and the values

Why Does Ukrainian Training System of Senior Civil Servants Need Strategic Planning and Policy Analysis?

inherent to certain regional formations such as Europe as a continent and European Union as an integrated formation of states on this continent. Nothing can be said against the statement by Joseph E. Stiglitz that "Europe's success is due in part to its promotion of a set of values that, while quintessentially European, are at the same time global. The most fundamental of these values is democracy, understood to entail not merely periodic elections, but also active and meaningful participation in decision making, which requires an engaged civil society, strong freedom of information norms, and a vibrant and diversified media that are not controlled by the state or a few oligarchs. The second value is social justice. An economic and political system is to be judged by the extent to which individuals are able to flourish and realize their potential. As individuals, we are part of an ever-widening circle of communities, and we can realize our potential only if we live in harmony with each other" [4].

Sustainable development has many objectives. Raising per capita incomes is only one among many development objectives, as the World Bank Report 1999/2000 states [5, p.2]. Improving quality of life involves more specific goals. Development policies are interdependent; no single development policy can make much of a difference in an unfavorable policy regime. Countries need integrated policy packages and institutional environments that reward good outcomes and minimize perverse incentives. Governments play a vital role in development, but there is no simple set of rules that tells them what to do. Beyond generally accepted rules, the role of government in the economy varies, depending on capacity, capabilities, the country's level of development, external conditions, and a host of other factors. Processes are just as important as policies. Outcomes of policies based on consensual, participatory, and transparent processes are more easily sustained. Institutions of good governance that embody such processes are critical for development and should encompass partnerships among all elements of civil society.

Effective development requires partnerships among different levels of government, the private sector, donor groups, and civil society. A comprehensive strategy is simply too demanding for any one level or area of government or for a single donor. New institutional responses are needed in a globalizing and localizing world. Globalization requires national governments to seek agreements

with partners – other national governments, international organizations, nongovernmental organizations (NGOs), and multinational corporations – through supranational institutions. Localization requires national governments to reach agreements with regions and cities through subnational institutions on issues such as sharing responsibility for raising revenues. Both globalization and localization often require responses that are beyond the control of a single national government.

3. The analysis of Ukrainian political crisis of 2004 and 2007 (like similar crisis in many other transition countries for the last 15 years) gives grounds to conclude that they were caused mostly by the lack of professionally trained politicians and senior civil servants capable to predict the impacts of decision making with regard to public policy as well as of the actions designed to provide for sustainable development for several steps ahead.

There is also a lack of institutions, the rules of play and the procedures for public governance system in Ukraine based on the modern technologies of public policy analysis and strategic planning. Although there are some normative and legal elaborations (legislation in the area of analysis of regulatory policy impacts; policy making analytical procedures imbedded in the Regulations of the Cabinet of Ministers of Ukraine), the efficient practical implementation of the mentioned procedures faces the lack of skilled staff able to properly operate the analytical instruments.

Good governance requires the power to carry out policies and to develop institutions that may be unpopular among some – or even a majority – of the population. Public officials cannot provide a stable economic environment without the power to see the state's policies implemented.

Thus in the context of the political situation we may talk about the requirements set by modern life for building capacities for training senior civil servants able to respond to the challenges of globalization, to ensure the eurointegrational development of Ukraine and meet the needs of the society for a good governance. Below we also discuss the existing capacities for training senior civil servants in the area of policy analysis and strategic planning.

4. NAPA plays the key role in building relevant training capacities in Ukraine. During the last decade, the needed training capacity was built up by NAPA, in close cooperation with the similar European and North American institutions. However, this process was initiated as far as in 1992, when the Institute of Public Administration and Local Government under the office of the Cabinet of Ministers of Ukraine, headed by Bohdan Krawchenko was established. Its pattern was based on the best practices of professional schools for training civil servants in Western countries.

Capacity building for policy-making, leadership and management in the public sector are the focal points for training of skills in the context of such courses as “Public policy analysis” and “Strategic Planning”. The courses are focused on the issues of policy-making process, strategic thinking and sense of vision.

5. Let us consider in details the situation of capacity building for policy analysis implementation in the curricula for civil servants training.

The collection of documents and materials titled "Public Policy Analysis" [5] states that the specialization "Public Policy Analysis" was introduced into the training plans and programs for training masters specialized in "Public Administration" at NAPA since September 2003. The specialization was implemented into the training process through combination of the existing and development of new training subjects.

The specialization “Public Policy Analysis” has set disciplines: the normative part disciplines and the specialization disciplines.

The normative part disciplines is:

Public Policy: Analysis and the Mechanisms of Implementation:

module: Fundamentals of the Public Policy Analysis

module: Economic Public Policy Analysis

Statistical Methods in the Public Policy Analysis

Public Finances and the Budgetary Process

Disciplines of the specialization:

Socio-political Environment of the Public Policy Analysis

Openness and Transparency of Public Policy Making

Macroeconomic Policy and the Analysis of its Efficiency

Microeconomic for the Public Policy Analysis

Evaluation of Public Policy and Programs

Facultative module

Creative Technique and the Ethics of the Public Policy Analysis

Gender Aspects of Public Policy Analysis

Institutional capacity building for public policy analysis (PPA) procedures in Ukraine started in the middle 1990-ies. The rational targeting of technical advice provided by government of many countries and international organizations to support the researches, training trainers, development of courses and teaching inputs for policy analysis contributed to the establishing of PPA as a training subject and competent professional and research area in our country. Supported by the International Renaissance Foundation and Open Society Institute (Budapest), the first scientific and methodological materials on PPA were published; NGOs initiated the relevant researches. The 4-year project "Public Policy Capacity Building Ukraine" implemented by the Canadian Bureau for International Education and the 3-year project "Canada Ukraine Baltic Economic Management Training Programme", funded by the Canadian International Development Agency played the key role in the process of establishing Policy Analysis as a training subject and for building capacity for policy analysis. Under these two projects only, over one hundred text books, manuals, monographs, collections of documents and materials, researches by Ukrainian and foreign authors were prepared and published.

Thus, by the time when the policy analysis specialization was introduced at NAPA, the necessary capacity had been built: the high school Ukrainian professors specialized in policy analysis had been trained at the leading universities worldwide; the necessary research and methodological materials had been prepared; the relevant methodology workshops, as well as "the summer school" for the trainers, researchers, post-graduate students etc. had been held.

In 2004-2006, the review lectures first and then policy analysis trainings were implemented through the Institute for Training Senior Civil Servants attached to NAPA. At the same time the training capacity in the area of policy analysis was built jointly by the Central Department of Civil Service of Ukraine and the NGO International Centre for Policy Studies, which initiated policy analysis groups

Why Does Ukrainian Training System of Senior Civil Servants Need Strategic Planning and Policy Analysis?

within the Ukrainian Government under the programs of international technical assistance. The program was legally supported by the relevant Resolutions of the Cabinet of Ministers of Ukraine.

6. Successful implementation of modern training programs requires their integration into the European educational space.

Recognizing the irreversible processes being underway in the area of European university education and striving to adapt to the new European reality and to become a competitive player in the European education field in future, the Academy has successfully passed European accreditation: NAPA's curriculum for training masters in public administration has been accredited by the European Association for Public Administration Accreditation (EAPPA) [6] in the category of master curricula (the accreditation is valid till June 2011). Therefore, each and every specialization under this training program, including that for public policy analysis has been accredited as well.[7]

The purpose of Euroaccreditation was to check the relevance of public administration training program to the European quality standards and to involve the Academy into the process of building the European high school space based on joint values and quality criteria. One of the key factors of successful European accreditation of the Academy was the research and methodological capacity of the specialization "Public Policy Analysis" (staff, curricula, library resources, scientific and methodological publications) which was in line with the European standards due to consolidation of the resources of the various international technical assistance programs. Experts from the EU countries, Canada and USA provided the most valuable advice.

7. Now we would like to draw your attention to implementation of strategic planning courses.

The training subject "Strategic Planning" was implemented as a component of the specialization "Public Policy Analysis" and then it became an independent normative subject under the curriculum for training masters in public administration, where strategic planning is studied at the national, regional and local levels and at the level of government authorities. In 2004 the collection of

strategic planning materials was published where Ukrainian and foreign documents and materials were systematically arranged. Now, there is a number of publications translated from foreign languages and original Ukrainian publications [8].

Significant support for establishing strategic planning is provided by PAUCI Foundation [9] which is the implementing agency for the project "Implementation of Public Administration European Standards in Ukraine", supported by the UK Government through the Global Opportunity Fund, and in which project the author of this speech is involved.

The major emphasis of this project is on necessary managerial skills of civil servants and on changes needed within the system of in-service training to make it working more effectively. Project is implemented on national and regional levels.

Components of the project include:

- design of 5 training courses which are to be used in the system of in-service training of civil servants and handling them over to trainers working within the system of in-service training; these courses include: policy analysis, impact assessment, strategic planning, change management, human resources management;
- study trips for target groups of civil servants;
- training on interactive methods for lecturers working with civil servants;
- internships in Polish state power bodies for Ukrainian civil servants working in oblast administrations;
- help of Polish experts to oblast administrations within areas which are of interest for Ukrainian oblast administrations.

The project also provides for training trainers, development and publication of text books for the students and trainers of the courses which enables implementation of trainings in various Ukrainian educational institutions dealing with training civil servants. It should be noted also that the UK experts, including those from the National School of Government were involved in assessment of the needs for staff training, advised the curricula developers and reviewed the training materials.

Why Does Ukrainian Training System of Senior Civil Servants Need Strategic Planning and Policy Analysis?

8. The substantial content of training programs and courses has to improve the Senior Civil Servants' skills and expertise for solving the problem of ensuring sustainable development in accordance with the principles of good governance.

"Strategic Planning" and "Policy Analysis" training programs and courses focus on the following important aspects of training senior government managers

- policy development:
 - implementation of rules and procedures
 - building analytical skills
 - providing for the processes of stakeholder analysis, public consultations, transparency of decision making procedures
 - building skills for development of analytical documents and monitoring the implementation of the decisions
- building of strategic thinking
 - skills for analyzing external and internal environments
 - formulation of mission, policy goals and objectives
 - development of procedures for strategic planning implementation and assessment

Teaching institutional analysis, the role of institutions (both formal and informal roles in the society) should be based on the neo-classic economic theory; the analysis of institutional changes should be the focus. The students should be able not only to analyze and predict the outputs but also the outcomes of the policy (with special attention to Joseph Stiglitz's approach: the mistakes, most frequently, are caused by use plain models which are far from reality and based on market fundamentalism principles).

Building skills and expertise which enable to analyze the environment (physical, social, political, economic factors) as well as SWOT-analysis of external and internal environment in strategic planning procedures are important for efficient policy analysis and strategic planning.

The quality of chosen policy performance is a separate issue since unworthy means are used rather often in a race for final goals. For example, market transformations in Chili in the period of Pinochet's ruling were considered as a

successful example of policy of changes; but what is political and social price for reforms if to study the political methods used to reach the objectives?

In the context of policy analysis training programs this issue can be transformed into a discussion about the choice of proper policy instruments and the respect of moral and ethical aspects, traditions, national mental features in policy making process.

Although the trainees of educational and training programs are not politicians but usually officials who must be professional and politically neutral, it is impossible to separate the process of policy goals and objectives setting from the choice of proper policy instruments. The key source of policy goals and objectives are the programs of political parties, which come to power after democratic parliamentary and presidential elections; however, the proposals with regard to goals and objectives setting are developed under the policy analysis and strategic planning procedures usually with the aid of experts and officials. Therefore, these issues also need to be focused on in the training programs.

The issue on values and policy analyst professional ethics should be discussed in the European and Ukrainian contexts.

The author find important to integrate the pronouncements of international organizations (the World Bank Reports on economic development such as “The State in a Changing World” or UNO Reports or “Millennium Development Goals” of UNDP) into the teaching process. Involvement of the Academy experts in preparation of such documents is a prospective target of great importance.

9. What are the specifics of teaching methodology to ensure the needs of capacity building in the area of good governance?

NAPA has accumulated expertise of implementation the distance learning programs. The author of the speech developed and teaches the policy analysis and strategic planning courses under the master program on public administration for senior civil servants distance learning. With regard to training, the potential approach could be combination of the traditional training with the distance learning component: senior officials often have no enough time to attend classes even during one working day (especially when it is necessary to synchronize the acceptable time for the group of trainees). In such cases, short sessions (2 to 4

Why Does Ukrainian Training System of Senior Civil Servants Need Strategic Planning and Policy Analysis?

hours) could be alternated with the tasks to be done using the distance learning system. Implementation of policy analysis and strategic planning to DLC is necessary for further successful development of the system of training senior civil servants.

Training courses for interns (“Parliamentary Development Project” and “Government Internship Program” – separately from Academy courses but based on Academy materials and trainers) are very useful for introductory to public policy analysis. The project and program graduated students used policy analysis skills in government activity or study continued on specialization “Public Policy Analysis” in Academy. “Policy studying” as modern interest for Ukrainian scientific-educational approach should be developed actively.

Case-studies are one of methodological approaches for building students capacity. The case-studies are examples of successful but, more often, unsuccessful problem solving caused by ignoring specific circumstances.

The use of case-studies, both already published and developed on purpose for Policy analysis subject are expedient (see [10]). Such practice has proved its effectiveness. Involvement of competent and well informed officials enables to develop the case-studies, to augment them with important details to use them in further trainings.

If speaking about communication within policy analysis process, the teamwork approach should be used for policy and strategic planning documents preparation so that the documents contain proposals for public problem solving or strategic plan development.

During practical training, the students train on policy analysis and strategic planning procedures based on business and role games methodologies.

Both master course and training programs place high emphasis on building the skills which enable the students to prepare policy papers and oral presentations in order to be able to give prove and advocacy for the proposed policy alternatives. Policy papers are prepared individually (see [11]) and by mini groups of up to 3 persons. Policy papers under the subjects of Policy Analysis specialization are prepared by students in accordance with the guidance on the structure and content and are publicly presented. The published collections of policy papers prepared by

the NAPA's students and the relevant project participants are available to the students (see [12]).

While studying the Strategic planning the students prepare strategic plan for the subject they choose by themselves. So while practicing the subjects of the specializations Policy Analysis and Strategic planning, the students improve their skills for preparation of policy papers of various types. NAPA's experience in policy papers format developing and the practices of policy papers preparation by NAPA students (the case in point is first of all the published collections of the best policy papers) has been already used by the Government of Ukraine in the process of developing underlying documents and procedures while drafting the Resolutions of the Cabinet of Ministers.

10. Finally, the issue to pay a special attention to is creation of international teams for public servants trainings. Those international projects were rather effective and efficient which foresaw cooperation between Ukrainian and foreign experts. Certain staff capacity has been already built in Ukraine.

The issues to be studied at the trainings can be offered by the trainees. Thus, trainings to improve the skills for coordination policy actions in Ukraine with the relevant EU procedures and rules are still to be implemented. There is a lack of political demand from Ukrainian power for such kind of trainings; remote real prospect for Ukrainian membership in the EU do not promote such trainings either. However, the need for such training does exist just because of Ukrainian striving for European integration declared by all leading political forces of Ukraine. Therefore, the trainings jointly developed by the EU experts and Ukrainian specialist could prove useful.

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