

# ТЕОРІЯ ТА ІСТОРІЯ ДЕРЖАВНОГО УПРАВЛІННЯ

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## PROFESSIONAL TRAINING OF CIVIL SERVANTS AS AN IMPORTANT FACTOR FOR SECURITY AND SUSTAINABLE DEVELOPMENT OF THE STATE

*The article considers the issues of improvement of professional civil servants' training as an important factor for successful implementation of the reforms in Ukraine in the context of security and sustainable development of the state.*

**Key words:** *professional training, civil servant, in-service training, security, sustainable development*

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## ПРОФЕСІЙНА ПІДГОТОВКА ДЕРЖАВНИХ СЛУЖБОВЦІВ ЯК ФАКТОР ЗАБЕЗПЕЧЕННЯ БЕЗПЕКИ ТА СТАЛОГО РОЗВИТКУ ДЕРЖАВИ

*У статті розглядається проблематика удосконалення професійної підготовки державних службовців як важливий фактор успішної реалізації реформ в Україні в контексті забезпечення безпеки та сталого розвитку держави.*

**Ключові слова:** *професійна підготовка, державний службовець, підвищення кваліфікації, безпека, сталий розвиток.*

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## ПРОФЕССИОНАЛЬНАЯ ПОДГОТОВКА ГОСУДАРСТВЕННЫХ СЛУЖАЩИХ КАК ФАКТОР ОБЕСПЕЧЕНИЯ БЕЗОПАСНОСТИ И УСТОЙЧИВОГО РАЗВИТИЯ ГОСУДАРСТВА

*В статье рассматривается проблематика усовершенствования профессиональной подготовки государственных служащих как важный фактор успешной реализации реформ в Украине в контексте обеспечения безопасности и устойчивого развития государства.*

**Ключевые слова:** *профессиональная подготовка, государственный служащий, повышение квалификации, безопасность, устойчивое развитие.*

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Ensuring security and, as a consequence, the stability and sustainable development of the state is a necessity faced by Ukraine today. In particular, the topicality of the problem is related to the complexity of interaction of political and economic factors, their impact on the economy, foreign policy and security of Ukraine as well as neighbouring states.

The term «security» has more definitions today than it used to have 10-15 years ago. Rethinking the parameters of national and global security coincides with the process of globalization, strengthening economic relations and information exchange, technological progress, increased humanitarian and migration process and political transformation. In modern democratic countries the accents in the sphere of security have shifted gradually from military and technical aspects to financial, economic, informational, humanitarian and environmental including the guarantees an individual and the whole nation or state are seeking for [2].

The objective of this article is to analyse the potential the civil servants' training can offer to contribute to the security and sustainable development of Ukraine as one of the biggest countries in the Black Sea Region. For that, we take into account the European vector of Ukrainian foreign policy.

Geopolitical status has been reformed in the Black Sea Region since ancient times. It has always been in the focus of attention of many players. Sometimes it became the subject of military confrontation. Security and stability in the Black Sea Region, as mandatory conditions for the successful development of many countries housed in this region, are endangered by threats emanating simultaneously from factors which are both international and domestic nature. Security and stability are in the sphere of interests and importance for Armenia, Azerbaijan, Bulgaria, Georgia, Greece, Moldova, Romania, Russia, Turkey and Ukraine. Apart from them, all the countries of the EU and NATO also belong to the main key players. All the above actors have registered their interests to the region at official level and formulated their policy accordingly [6].

Ukraine like the most of the Black Sea Region countries is involved in European integration process. It is obvious that stability (being a part of Europe) is the main priority in the region. Ukraine like other democratic countries in this region develops strong economic system, aimed at the welfare of its population. Our country will significantly increase geo-economic and geo-political status of Europe.

European priorities in the foreign policy of Ukraine have been legislated. The phenomenon of «Euromaidan» as large-scale social movement in 2013 – 2014 in support of European integration reaffirmed the irreversibility of the European choice of Ukraine. Upon signing the Association Agreement between the EU and Ukraine in 2014 the transition of bilateral relations to a higher level signified a new phase in the development of the country.

There is no doubt that European integration of Ukraine is possible after building up an effective, legal, social state, which will meet European democratic standards. This task can be achieved due to the implementation of the major presidential strategy «Ukraine-2020», which is based on 62 reforms.

Decentralization and administration reform in the public sphere are among the priorities of the above-

mentioned strategy. Real decentralization and effective public administration should be seen as the main counterargument to the federalization of Ukraine. They will prevent destructive centrifugal tendencies that are extremely dangerous today as they threaten the territorial integrity of the state.

The implementation of these reforms will create an efficient, transparent and flexible public administration system. It will contribute to the development and implementation of a coherent national policy aimed at social sustainability and so it will provide an adequate response to internal and external challenges. The goal of decentralization is to move away from the centralized model of administration, ensuring the capacity of local self-government and an effective system of territorial arrangement of power in Ukraine.

The implementation of the declared reforms is possible due to adequate staffing policy in the sphere of public administration at all levels. In this context, the essential task is to provide the system of continuous professional training of civil servants in the way that it is effective and efficient.

The creation of an educational system for civil servants training began in Ukraine in 1992 when the Institute of Civil Service and Self-government under the Cabinet of Ministers of Ukraine was founded.

Educational institutions for civil servants exist in many countries in the EU. In France it is the National School of Administration (ENA). In the Netherlands the Dutch Institute for Public Administration (ROI) is the most important player in civil servants training while in Poland it is the National School for Public Administration (KSAP), and in Belgium the Federal Institute of training. In the United Kingdom it is Civil Service College, in Denmark – Danish School of Public Administration (DSPA) etc.

In 1995 the National Academy for Public Administration under the President of Ukraine was founded. In 1996 the regional institutes of the Academy started their activity in Dnipropetrovsk, Lviv, Odessa and Kharkiv. Now they play the leading role in the whole structure of educational establishments for training, retraining and in-service training of civil servants.

The main missions of the National Academy and all the Institutes are:

- formation of modern administrative elite in Ukraine;
- development of professional competence of civil servants and local self-government officials;
- research and scientific support to reforms in public administration.

Since 1996 our Institute has trained more than 7.5 thousand civil servants who hold key positions in state and local self-government authorities of Ukraine as well as in banking, financial and investment spheres. Our graduates hold positions of governors and their deputies, heads and deputy-heads of rayon administrations, heads of oblast, rayon and city councils, heads of divisions and departments. They also run commercial enterprises. That proves the high level of their training. Among our graduates are the councillors of Ukrainian Parliament, Odessa mayor, councillors and mayors of other big cities in the south of Ukraine.

Our Institute has been training the staff of law enforcement agencies, border guards and military servants for many years. The knowledge they gain during their

study at institute helps them perform their professional activities in order to guarantee security in the region. Over the last three years (2014-2016) master's degrees were awarded to 16 employees of the State Border Service of Ukraine. Among them there is the Detachment commander of the Odessa Maritime Security of the Southern Regional Directorate of State Border Service of Ukraine. Furthermore, 44 employees of the State Border Service of Ukraine are studying at our Institute now. The Master's theses which are prepared and presented by the students who serve in law enforcement and military organizations are directly related to their professional activities.

Odessa Regional Institute of Public Administration puts emphasis on the quality of education, which largely influences further performance of our graduates. The teaching staff of the institute are practitioners with rich work experience in public bodies and business structures, as well as in development and implementation of commercial and municipal projects. More than 93% of them have PhD or doctors of sciences degrees. They are associate professors or full professors.

The curriculum for masters is based on modular principle. It means that each discipline is oriented on competence required by the employers who organize internships and supervise the master theses which have practical implementation. Modern forms of interactive studies (work-shops, «brain attacks», business games, case studies, etc.) as well as practical, problem-oriented lectures meet the needs the graduates of new generation have. They learn to be able to take operational decisions, work under stress, quickly adapt to changing conditions and achieve the desired results.

The Institute activity is realized in close cooperation with public authorities. Together with the Odessa Oblast Council, the Odessa Oblast State Administration and the Hans Seidel Foundation (Germany), we are one of the participants of the project aimed at professional training for the leaders of local self-government bodies, including heads of consolidated communities.

One of our graduates, Professor Julia Molodozhon heads the Office of reforms on decentralization in Odessa oblast. This office provides logistical advisory and informational assistance with implementing urgent reforms in local self-government and decentralization.

Our Institute was the first in Ukraine which, in the academic year 2016-2017, started training according to the new specialization «Strategic communications», that is required by many public bodies. Strategic communications is a new concept of public administration which serves as a powerful response to the threat and prevents the danger of chaotic development in information sphere but contributes to its society. Its application allows realizing national interests and preserving national identity in conditions of globalized threats. Systematic implementation of strategic communications will permit to change conceptually the level of public administration.

The development of the civil society, ensuring constant communication between people and authorities and providing the feedback, is another important element of public administration reform which is struggling to meet European standards. The Revolution of Dignity marked a new stage in the development of the civil society in Ukraine, demonstrated the interest of public to socio-

political transformation and was the impetus for updating and reformatting the authorities.

The experience of democratic states proves that the development of civil society subject to systemic government support allows attracting additional human, organizational, financial and technical resources for provision of social and other socially significant services. It supports the process of decentralization of public administration, improves its quality, reduces public spending and prevents corruption risks [3].

Public participation contributes to greater openness and transparency of state bodies activities, increases the level of citizens' trust towards the government. Developed countries have considerable experience of interaction between authorities and public on the principles of mutual trust aiming to achieve social integration, improve living conditions and sustainable development of the society. One or another political document that is associated with civil society development was adopted in many countries over the last twenty years [5].

These current trends are reflected in the work of the Institute. Since 2015 the ORIPA NAPA is a member of the international project «E-governance for accountability of authorities and community participation» (EGAP), which covers the period up to 2019. The project aims to use advanced information and communication technologies that will help to improve the quality of administration, increase interaction between government and citizens and promote social innovations in Ukraine. EGAP is funded by the Swiss Confederation and implemented by East Europe Foundation and the Fund «InnovaBridge». Its target area includes Vinnitsa, Volyn, Dnipropetrovsk and Odessa regions. On the 28th of October 2016, the Institute held the opening of the Center of innovation in e-government, which was realized within the framework of EGAP.

Information and communication technologies are the most convenient means for the population in obtaining information and providing feedback with the authorities. This is due not only to the extent and ease of use, but also to the need to ensure the principles of publicity, openness and transparency of local-self government activity as well as public participation in local issues [1].

The Regional Policy and Public Administration Chair implement fundamental research on the theme «Ensuring a constructive dialogue between the authorities and society». The research is planned for 2015-2017 and intends to provide theoretical justification as well as practical recommendations regarding constructive dialogue between the government and society at regional and local level in modern conditions of reforms in Ukraine.

Each year along with the master program we carry out in-service training of 2,500 officials of public authorities within the short-term seminars, topics of which are designated by our customers (public authorities). Recently we received a thank you letter from the Chief of the National Police in Odessa Region for the workshop on anti-corruption issues. According to the request of public authorities in Odessa Region the training program «English in professional activities» has been prepared by our professors for civil servants and conducted successfully.

Famous scientists, politicians, international experts, heads of state institutions and enterprises are involved in

the educational process. Theoretical knowledge is backed by practical experience that our students can acquire during internship in public authorities. All of the above contributes to the most important demands of our time to strengthen the practical component in the professional training.

The Institute organizes annually training for our students and professors on the basis of foreign partner institutions. Thus, young Ukrainian civil servants have an opportunity to get acquainted with the best practices in the field of public administration, the system of administrative staff and managers training in Europe, to visit state and local self-government institutions and to communicate with foreign experts. Acquired practical knowledge is reflected in their master's theses and used during their further professional activity.

Taking into account the European integration vector of Ukraine, cooperation with European institutions is particularly important. The ORIPA maintains professional contacts with the EU Mission on Border Assistance to Moldova and Ukraine (EUBAM). This is a technical advisory body with headquarters in Odessa, which is funded by the European Union within the European instrument of neighbourhood and partnership. The mandate of the EUBAM, which began its work in 2005, envisages the capacity building of border and customs departments and other law enforcement and state agencies of Moldova and Ukraine in the field of border management. EUBAM helps partner services to facilitate legitimate cross-border movement and trade and at the same time its task is to maintain border security and to reduce crime.

Within our cooperation and with the assistance of the EUBAM leadership regular academic visits of our students were conducted at the Headquarters of the Mission, and at the border crossing point «Kuchurgan». The students were able to see the work of the EU Mission and its cooperation with the border guard and customs services of Ukraine and Moldova.

In addition, for several years the students of the Institute have participated in training programmes, which were implemented by the Mission and suggested broadening students' knowledge in the field of European integration, the European market and border security.

In 2004 we created the Chair of European Integration at our Institute. The curricula for the civil servants training contains the following modules: «History and strategy of European Integration», «EU and Ukraine relations», «European Integration and International Cooperation», «Social Aspects of European Integration», «Legal and Institutional grounds of the EU», «Internal Market of the EU and International Economic Cooperation» and «Safety of Ukrainian Borders».

The course «Safety of Ukrainian Borders» teaches our students laws of neighbouring countries, modern methods of work of border and customs services, ways of cooperation with Interpol. Special attention is paid to the prevention of illegal migration, drugs and weapons traffic, smuggling and corruption.

European theme is reflected in the topics of master's theses which are prepared and presented by our students. All knowledge and practical experience acquired during the training is useful in their further professional activities.

We should recognize that today there are few examples of proactive, well-organized work of local

councils in Ukraine. We would like to see more educated and trained leaders in the regions. In this context, the role of human resources in the decentralization reform plays vital role in the formation of highly qualified staff for the work in a new regional administration system.

Every year about 1700 professionally trained masters of public administration graduate from the National Academy for Public Administration under the President of Ukraine and its regional institutes. At the same time, the diploma does not give real advantages in the job or promotion. There is a vicious practice, when the decision on the appointment to a senior position is made in the regions according to party quotas or political preferences, with an active intervention of the oligarchic clans. Such practice is impossible in France, Germany, Poland, China and other countries. It destroys the requirements of personnel policy on promotion of specialists with experience in the public administration and leads to disastrous results.

In this context, it is essential that the positions of prefects, who will represent the interests of the state in the regions, were given to professionals who have appropriate work experience. It can be achieved by legislative regulation of the procedure for the formation of prefects' corps.

Despite the above achievements the system of master and in-service training of civil servants in Ukraine is not perfect. The quality of training does not meet European standards yet. That is why we try to do our best to change the situation, and we try to train patriotic, strategically minded, competitive and highly efficient leaders, responsible managers able to provide administrative services professionally and develop good governance and harmonious sustainability in the country.

In current conditions of limited budgetary funding it is essential for local leaders to carry out active work, to attract investments for regional development and to be able to work with European programs. In the regions where foreign partners are dealing with professionals who work steadily and effectively, there is a mutual interest and desire to cooperate.

Ukraine should actively develop cross-border and interregional cooperation. Successful implementation of cross-border projects is the basis for stability and prosperity in the regions and potential for the growth of living standards. Ukraine has 19 border regions. Their area is about 77.0% of the territory of the whole country. Geographical location of Ukraine creates favourable conditions for the further development of this form of international cooperation, which is actively realized in united Europe.

In 1993 Ukraine acceded to the European Outline Convention on Transfrontier Cooperation between Territorial Communities or Authorities. In the same year the Carpathian Euroregion was created. Later, with the participation of the regions of Ukraine, the Euroregions «Bug», «Lower Danube», «Upper Prut», «Dnepr», «Sloboda», «Yaroslavna», «Donbass» were founded.

Interregional cooperation is gradually becoming one of the most important trends in the Ukrainian foreign policy. In particular, cooperation of Ukraine with the Republic of Moldova is realized within the framework of bilateral agreements between regions of Ukraine and Moldova, Euroregions and Joint operational programs of the EU. The main activities are inter-regional trade and humanitarian contacts.

There are significant prospects for the cooperation between Ukraine and Romania within the framework of Euroregions «Lower Danube», «Upper Prut» and the Carpathian Euroregion. However, despite considerable potential for regional development, the activities of the Euroregions are mostly declarative nowadays. Due to a number of internal and external factors they do not lead to significant improvement in socio-economic development of border areas of both countries.

The analysis of the activity of the Euroregion «Lower Danube» shows that after years of rapid development, currently, there is certain lethargy of activities related to a number of factors. Most of them are due to complications of internal political processes in Ukraine, which resulted in frequent change of leadership in Odessa region; problems in the territory of Moldova; actualization of differences between Ukraine and Romania in matters of navigation on the Danube; the lack of centralized financial flows [4].

For these relations the personal role of leaders in the effective implementation of cross-border initiatives is of great importance, too. Mr. Sergiy Grynevetsky is one of the most successful regional leaders. While heading Odessa Oblast State Administration, he personally supported the development of cooperation with European regions. This cooperation was realized, in particular, in the form of the Assembly of European Regions.

In addition, thanks to Sergiy Grynevetsky, Odessa oblast efficiently participated in the Assembly of European Wine Regions. As a part of this cooperation, in 2009 «Wine Cultural Center Shabo» was opened in Shabo village. This Centre, the first in Ukraine, includes a high-tech enterprise, old wine cellars, a tasting room and a unique museum of wine and winemaking. It received a number of prestigious national and international awards, including a special certificate from PACE, and was included by the Council of Europe Committee in the tourist map of European wine routes. We invite everyone to visit the Center and see its unique exposition.

It should be objectively noted that in Ukraine local authorities have fewer powers than in the neighbouring countries. For more effective development of European regions it is advisable to consider a certain empowerment of regional and local authorities to provide opportunities to solve problems related to cross-border cooperation, not only in the cultural sphere, but also in terms of economic cooperation, development of infrastructure and tourism.

All the above emphasizes the critical importance of the personnel policy in the state, the quality of civil servants' training provided in the sphere of public administration at all levels. Politically neutral professionals, patriots, devoted to the service to people should ensure implementation of reforms and build efficient, democratic and legal state in Ukraine.

In turn, the National Academy for Public Administration under the President of Ukraine, together with its regional institutes as a unique educational establishment of national scale with the specific conditions of study process should become an important component of the implementation of personnel policy in public administration through special-purpose training of specialists.

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