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### **Implementation of Specialization “Public Policy Analysis” to the Ukrainian Training Programs for Public Servants: Opportunities and Barriers.**

*Ukrainian background.* National academy of Public Administration, the President of Ukraine (NAPA) is basic agency for public servants training in Ukraine. Programs of training disciplines are set in “Position about training of the masters for public administration”. The professional preparation of highly skilled of those being used for the government and local government is the mission of magisterial program, capable of developing, to analyze and to realize public policy, creatively, to effectively and successfully fulfill administrative functions, to render assistance to innovation processes in the society for the purpose of the assertion of social justice, democracy, the guarantee of human rights and freedoms, a constant development on the basis of world and European standards.

The program of masters training for public administration is based on inter- and the multidiscipline model of training specialists and consists of training disciplines, which come out as the system-forming factor during the deployment of the essence of the public administration. The mission of program is based on educational philosophy, basic condition of which participants in the training process in the Academy (listeners, instructors, colleagues, graduates) perceive as the social value orientations in the theory and practice of public administration.

Molding of the institutional guarantee of procedures of the public policy analysis (PPA) in Ukraine began in the middle of 1990 years on the initiative of professor Bogdan Krawchenko. With the support of international fund “Renaissance” (IRF) and the Open Society Institute (Budapest) are published the first scientific methods editions in the field of the public policy analysis, non-government organizations began conducting the appropriate studies. Special role for the formation of the policy analysis as training discipline and molding of the resource possibilities of conducting the economic analysis of policy played project of Canadian Bureau for International Education (CBIE) the “Public Policy Capacity Building” and project “Canadian-Ukrainian-Baltic economic studies program”, which financed by Canadian International Development Agency (CIDA). Within the framework of these two projects more than hundred textbooks were only prepared and published, teaching aids, monographs, the collections of documents and materials, studies of the Ukrainian and foreign authors.

Experience and the pieces of advice of the chief international experts, in particular professors Leslie Pal (Canada, Ottawa, Carleton University, School of Public Administration), Paul Brown and Barry Lesser (Canada, Halifax, Dalhousie University, School of Public Administration), David Amborsky (Canada, Toronto, Ryerson Polytechnic University, School of Urban and regional Planning), Elizabeth Derbin (USA, New-York University), Raymond Rosenfeld (USA, East-Michigan University), Evert Vedung (Sweden, Uppsala University) and many others were used for developing of training courses and molding of the practical skills of conducting the policy analysis in Ukraine.

There was fixed active operation to potential creation of the policy analysis in NAPA. In training process gradually took root the courses of the policy analysis, textbooks and teaching aids were prepared. The programs of the foreign practice period of listeners were directed toward the skills improvements for the realization of Public Policy Analysis. At the sessions of scientific methods seminar NAPA were discussed questions of scientific guarantee, the methodology of studies, the establishment of the terminology of the Public Policy Analysis.

Important point is translation to Ukrainian language books and materials in such spheres as “public policy”, “policy analysis”, “policy studying” and now about 40 resources translated. Ukrainian scholars made many researching and studying resources.

Vital importance for assertion Public Policy Analysis in Ukraine has an activity of the Center of Studies of Administrative Reform NAPA [2], which had concentrated on the support also of the publications of studies on the issues of public administration and public policy, the assignment of consultations and the propagation of examination from the analysis of policy.

Active operation on putting of policy analysis into activity practice of the Ukrainian authority organs make ICPS (International Center of Policy Studies) "the independent analytical organization,

which propagandizes the ideas of public policy and are employed its means for the realization of applied research, which influence to policy of public and private sectors" [3]. In particular, should be noted the successful implementation of the training program for the highest members of government in the skills of the policy analysis "Groups Developing of the Policy Analysis and Center of Information Resources of the Government of Ukraine" within the framework of the projects of Canadian Bureau of International Education (CBIE) the "Public Policy Capacity Building" and "Public Policy Advisers to the Support of Reforms in the Ukraine". Realizing of these projects became possible after the financial support of the CCIDA and Swedish International Development Agency (SIDA). Should be noted the positive contribution of many non-government organizations, the analytical centers in the institutionalization of the environment for the policy analysis in our country (Institute of Competitive Society, Institute of Reforms, Ukrainian Center of Economic and Political Studies named after Aleksandr Razumkov et c.).

The creative interest of National University "Kiev-Mohyla Academy" scientists and instructors had assistance to development of debates relative to place and roles of the policy analysis, to the undertaking of work on the development of curricula for the students and the creation of potential for the analysis of the public policy environment.

Substantially influenced the formation of Ukrainian analytical association "Summer school for the specialists in the sphere "policy analysis" (July 2001), organized by the Dnipropetrovsk regional institute of public administration NAPA together with the non-government organization "policy analysts association" with financial support IRF, the activity of experts in the field of policy analysis in by Dnipropetrovsk and Lviv the regional institutes of the public administration NAPA.

Taking into account objective social demands for conducting of administrative reform in Ukraine and because of the goal-directed support of the projects mentioned above government since 2000 it began to inject the separate procedures of the public policy analysis to its practical activity.

Active operations on the creation of potential for the policy analysis were performed in NAPA. Specialization the "Public Policy Analysis" had made in 2003 became one of the consequences of this work, which ensured the departments of Economic Policy and Political Science (Political Science Department renamed to Public Policy and Political Processes Management Department) in NAPA. The association of those existing and development of new training disciplines personified specialization "Public Policy Analysis" in training process. By this period the corresponding potential was created in NAPA: instructor-specialists in the policy analysis sphere increased qualification at the leading universities, there were the prepared necessary scientific methods materials, the corresponding systematic seminars, "summer school" for the instructors, scientific workers, experts, doctoral candidates and graduate students; published monographs, text books, the collection of analytical papers.

Realizing the processes, which occur in Europe in the sphere of higher education, attempting to be adapted to a new European reality and to occupy a due place in the European educational architecture, in the future, Academy successfully passed European accreditation in 2004 by "European Association for Public Administration Accreditation" of magisterial program on public administration (thus, all specializations are accredited, in particular, from the public policy analysis).

Accreditation purpose for Academy is checking program for the correspondence to the European standards of the quality of curricula on the public administration and the attractions of Academy to shaping of European the space of higher education on the basis of general values and criteria of quality. One of the influential factors of successful for the Academy accreditation was the scientific methods potential of specialization the "Public Policy Analysis" (staff, the program of disciplines, library resources, scientific methods publications), and Academy instructors (prof. A.Kilievych and prof. V.Tertychka) participated in the interviews with the members of the Expert Group of the European accreditation association on the public administration.

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

The normative part disciplines “Public Policy: Analysis and the Mechanisms of Implementation” have modules: “Fundamentals of the Public Policy Analysis” and “Economic Public Policy Analysis”. The discipline tasks are: implementation the base knowledge on public policy and procedure of its analysis; to form the skills to identify and analyze public policy in different spheres of public life.

The module “Fundamentals of the Public Policy Analysis” is basic course of training strategy. The module purpose is: addition and the expansion of knowledge from the basic public policy issues and its analysis; listeners understanding the modern methodology of the public policy analysis; the formation of the skill to use modern knowledge according to the public policy analysis in the practical activity. Study process based on case studies, interactive “round table”, business game and et c. The support material of module “Fundamentals of the Public Policy Analysis” allocated on Web site [4].

The results of instruction and obtained scopes after studied of the module “Fundamentals of the Public Policy Analysis”: to understand the essence of public policy and manage skills to use theoretical knowledge in practical activity; to master the skills of policy process analysis, to know special public policy implementation tools; to demonstrate understanding current public issues and strategy of the society development, and also the value of public policy analysis.

The module “Fundamentals of the Public Policy Analysis” has 45% and the module “Economic Public Policy Analysis” – 55% from total (100 point scale) estimation. The methods of evaluation, the forms of control, evaluation criterions (with the indication of specific weight in the total estimation): accomplishment of control and individual objectives during the seminar, practical training, and self-work. Participation in practical training (after the 10-point scale) - 10%; analytical paper part 1 – 20%; test – 15% (the module “Economic Public Policy Analysis” has the same components (final test “weight” 25%).

Specialization “Public Policy Analysis” methodology supported: textbooks, monographs, materials, case studies, distance learning courses, and websites. Teacher’s qualification lets to use new pedagogical methods, technical service and unordinary approaches for studying public policy. Collection of documents and materials “Public Policy Analysis in Ukraine: Field of Study, Area of Professional Activity, and Field of Applied Research” published in 2004 (see: [1]).

Specialization “Public Policy Analysis” direct to public servants has understood their role in the policy process. Content knowledge and expertise, developing general “management” skills, and establishing appropriate administrative systems and structures are enabling skills for government policy development and implementation. Public service activity revolves around policy development and advice, implementation and evaluation. The public service only does what it does because government policy directs or permits the activity. Similarly, the knowledge, expertise and professional backgrounds of officers in the public service should be used to focus on policy matters. These activities are often portrayed as concerning only management processes and administrative structures (including performance budgeting, outcomes, purchaser-provided splits), but in the end government, and hence the public sector, is about policy. So, specialization “Public Policy Analysis” directed to understand of public servants: public policy is whatever government chooses to do or not to do; action or inaction of power and what it does. The art and a craft of policy analysis have better understood though analytical and clients interactivity. Case studies are very useful for this study point.

Participants successfully in policy analysis, advice and development, as stressed throughout specialization, means having more then just policy content expertise or academic qualifications.

One should indicate, that in the training programs of the political science department of the National University “Kiev-Mohyla Academy” of training baccalaureates there is discipline "Introductory to the Public Policy Analysis", and training masters – “Public Policy Analysis” (instructor prof. A.Dem’yanchuk). Practical differences between "Fundamentals of the Public Policy Analysis" (NAPA) module and the training course “Public Policy Analysis” (University “Kiev-Mohyla Academy”) are predominant it of the political aspects of public policy.

Obstacles. Terminological questions. Taking into account the presence in the English of two terms “Policy” and “Politics”, which into Ukrainian are translated equally “polityka” there exists a specific discomfort of adequate perception of the value of English-language terms. Problematic there is “erosion” of the public policy analysis with a large quantity of training disciplines, which “take away” resources and are not entered in training strategy. The market weak development for policy analysts’ services in Ukraine is connected as with the predominance of the political component of analysis “Political analysis”, and also as discredit some Think tanks have used policy analysis terminology.

By the specific obstacle of the valuable formation of the public policy analysis there is a traditional education system in Ukrainian universities with a traditional methodology and scientific approaches. The unique policy analysis methodology based on policy cycle: problem identification, policy goal, making alternatives, and implementation tools, and evaluation and et. c. Some teachers used one or two steps of policy cycle and understating of alternatives as traditional ways for discussion about global society development.

Integration process is the strategic direction of public policy analysis in development of Ukrainian training system for civil servants. It is expedient to continue integration, relying on the experience of training discipline “Public Policy: Analysis and the mechanisms of implementation”, which consists of two modules of “Fundamentals of the Public Policy Analysis” and “Economic Public Policy Analysis”. Now we have normative training module “Fundamentals of Strategic Planning” – hade grown by specialization “Public Policy Analysis”. By promising trend is development “Comparative analysis of public policy-making: USA/Canada, EU, and Ukraine” module, which also can ensure the trainers of the “European integration” department. Rationally will be emphasizing the “Public Policy Analysis” on the base of training disciplines in the specialization into the separate direction for civil servants training.

Next step is distance-learning course. The “Public Policy Analysis” in DLC has specific (especially for senior civil servants). Implementation of DLC in Ukrainian system of training senior civil servants has advantages: better access to education; wide exchange of knowledge and experience; providing with flexibility of learning; prompt renovation of learning content; individual approach and interactivity; orientation to the practical results. Now we have approved Public Policy Analysis distance-learning course. Implementation of Public Policy in DLC is necessary for further successful development of the system of training senior civil servants.

The Policy Analysis potential have used for short-time training courses. Academy has Training Institute with special programs for senior civil servants. “Decision-making Course”, “Making Effective Policy Paper” is very popular courses. The short-time training courses direct to make Policy Analysis skills and ability of senior civil servants.

The role of Academy in the project “Public Policy Knowledge Network Project ” (CIDA project, with CBIE as executing agency, and Carleton University (Canada) is: building on a previous, similar project; building on the success of that project – NAPA has a full program; experienced professors; building on the transition experience and how policy analysis has to be adapted. The project focused to Caucasus: Georgia, Armenia, Azerbaijan and to objectives: overall objective is to develop capacity in public policy and administration; specific means to achieve this in all three countries is developing seven courses that will be the backbone for a public policy stream/specialization in their programs.

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.

## Literature

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