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STAFF TRAINING AND PROFESSIONAL SKILLS IMPROVEMENT FOR ENSURING TOURISM DEVELOPMENT IN THE DONETSK REGION

Definition of the Problem. Tourism business is one of the activities which promote rapid restoration of the economic growth. Combination of the latest advances in various fields of tourism industry, ICT and social research encourages entrepreneurship in the services sector and related areas of economic activity (transportation, trade, public catering, construction, agriculture, production of souvenirs, post and telecommunications, etc.), modernization and competitiveness of the economy, and improving the image of attractiveness of the regions, as well as the country as a whole.

Passing of the Resolution of the Cabinet of Ministers of Ukraine No. 583 as of Apr 29, 2002 “On the approval of the ‘2002—2010 National Program of Tourism Development’” and the Law of Ukraine No. 1282IV as of Nov 18, 2003 “On Amending the Law of Ukraine ‘On tourism’” contributed to the development of tourism industry, creating a new image of Ukrainian tourism. By the Decree of the President of Ukraine No. 136/2007 as of Feb 21, 2007, the year of 2008 was declared to be the Year of tourism and resorts. In 2009 in Ukraine there was successfully held the UEFA European Under19 Football Championship “Euro2009”. The number of foreign citizens visiting Ukraine increased 3.25 times between 2000 and 2009 — from 6.4 to 20.8 million people [1, p. 500; 2].

Nowadays, Ukraine, together with Poland, is preparing for the Euro2012. The attractive image of Ukraine on the international arena is to be created by the new generation of highly skilled tourism industry staff, who will renew and further develop the traditions of Ukrainian hospitality, provide both domestic and foreign tourists with high quality service.

Under these circumstances, staff training requirements in the tourism industry sectors are significantly increasing — ranging from skills improvement of civil servants and local government officials vested with authority in public tourism and resorts administration, to training managers, guides, interpreters and other services sector staff. Only a high level of training can provide adequate competitiveness of the Ukrainian tourist product in the domestic and international tourism market.

The level of staff training in tourism does not always meet the market needs. This indicates the necessity of improving the current staff preparation system of the tourism sphere and enhancing the staff professionalism. That is why in recent years in the scientific literature

more and more attention is being paid to improving the training of professional staff [3—12].

Therefore, **the purpose of this research** is to develop proposals for improving staff preparation of the tourist sector. These proposals will be considered on the example of the Donetsk region, where there are being performed intensive preparations for the 2011 Ukraine-Russia Economic Summit, Euro2012 and other international level events, which promote the development of various tourism types.

The results of scientific research. Let us consider tourism sector staff training and retraining problems which have emerged in the recent years, when tourism development in Ukraine has been characterized by positive and strong dynamics. During 2000—2008 the number of tourists served by the Ukrainian tourist business entities increased by 51 % — from 2,014 to 3,042 thousand people. The number of domestic tourists increased from 1,351 to 1,387 thousand people or by 2.7 %, and the number of sightseers — by 46.4 %, from 1,644 to 2,406 thousand people [1, p. 500].

In the Donetsk region, even higher growth rate of tourist and excursion activities has been observed. The number of tourists in the region served by the Ukrainian tourist business entities increased in the period of 2000 and 2008 from 77.7 to 155.9 thousand people, or 2 times, especially inland tourists — from 53.9 to 90.6 thousand people or by 68 %, sightseers — from 19.9 to 21.9 thousand people or by 10.5 % (see Table 1). In 2008 alone in the region there were held 32 exhibitions and 17 fairs attended by 3,178 participants, including 233 foreigners. During 2005—2008 their number increased 6.7 times [13, p. 419]. In 2006, the volume of tourist services in the region amounted to 196.3 million UAH, in 2007 — 236.5 UAH, in 2008 — 318.0 UAH, in 2009 — 351.7 million UAH [14, p. 101].

The global financial crisis in 2008—2009 significantly affected population’s incomes and tourism services market. In 2009, the number of foreign citizens who visited Ukraine decreased, compared with 2008, from 25.4 to 20.8 million people, or by 18.1 %. The number of tourists served by the Ukrainian tourist business entities decreased from 3.04 to 2.29 million people, or by 24.7 %, especially of inland tourists — from 1.39 to 1.09 million people or by 21.6 %. The number of sightseers decreased from 2.41 to 1.91 million people,

Dynamics of tourist flows in Ukraine and the Donetsk region, in thousand people

Indicators	Years						
	2000	2005	2007	2008	2009	5:2	6:5
1	2	3	4	5	6	7	8
Number of tourists served by Ukrainian tourist business entities							
<i>Ukraine</i>	2014.0	1826.0	2864.0	3042.0	2290.1	1.51	0.75
<i>Donetsk region</i>	77.7	106.5	151.9	155.9	123.0	2.01	0.79
Number of inland tourists							
<i>Ukraine</i>	1351.0	932.0	2155.0	1387.0	1094.2	1.03	0.79
<i>Donetsk region</i>	53.9	65.6	85.7	90.6	69.7	1.68	0.77
Number of tourists (citizens of Ukraine) who traveled abroad							
<i>Ukraine</i>	285.0	567.0	336.0	1282.0	913.6	4.50	0.71
<i>Donetsk region</i>	22.1	39.9	64.5	61.8	50.2	2.80	0.81
Number of foreign tourists							
<i>Ukraine</i>	378.0	327.0	373.0	373.0	282.3	0.99	0.76
<i>Donetsk region</i>	1.6	1.0	1.7	3.5	3.1	2.19	0.89
Number of sightseers							
<i>Ukraine</i>	1644.0	1705.0	2393.0	2406.0	1909.4	1.46	0.79
<i>Donetsk region</i>	19.9	26.4	20.5	22.0	14.8	1.11	0.67

or by 20.7 %. The impact of the global financial crisis on tourism traffic in the Donetsk region is presented in Table 1 and Fig. 1.

Based on the growth trends in the field of serving tourists and sightseers, as well as on the complication of tasks of the state and regional administrations, in the Donetsk region constant work is carried out to improve the system and organizational structure of this activity sphere. In the “2002—2010 National program of tourism development” it is noted that one reason for the impairment in the given area in Ukraine is the lack of an integrated tourism management system in the regions [15, p. 145]. Therefore, implementation of government should be performed by means of coordinating the central and local executive bodies, local self-government bodies and business entities.

In order to improve management of tourism and resorts in the Donetsk region in 2000—2003 the necessity to create an independent structural unit at the Regional state administration was grounded [16—18]. On the basis of these proposals, the Department of tourism and resorts consisting of three employees was created at the Regional state administration by the Regional state administration head's order No. 823 as of Dec 30, 2003.

Recommendations on enhancing the role of executive and local self-government bodies and on intensifying tourism activities in the region were included into the “2005—2010 Integrated program of tourism and recreation industry development” approved by the Donetsk region council on Feb 25, 2005. There was grounded the expediency of creation and development of the statute of the “Regional coordinating council on issues of tourism

and recreation industry development” as a consultative and advisory body at the Regional state administration. This statute was approved by the order of the Donetsk regional state administration head No. 136 as of Apr 28, 2005. By the orders of the Regional state administration head No. 536 as of Nov 02, 2006 and No. 105 as of Mar 05, 2010, the personnel structure of the “Regional coordinating council on issues of tourism and recreation industry development” was defined [19—21].

In 2005 due to the reorganization of the State Tourism Administration of Ukraine and the Ministry of Culture and Arts of Ukraine into the Ministry of Culture and Tourism of Ukraine according to the Decree of the President of Ukraine No. 680/2005 as of Apr 20, 2005 “On the Ministry of Culture and Tourism of Ukraine”, Department of tourism and resorts of the Donetsk region state administration was reorganized into the sector of culture and tourism.

In the same way, the tourism governance structure in towns and regions was reorganized. According to the administrative and territorial system in the Donetsk region as of 2010 there were 28 city councils, 23 city district councils, 253 village councils and 18 district state administrations. In each of these bodies, a circle of civil servants and local self-government entity representatives was to be defined, which were vested with the authority related to performing the tasks in tourism sphere.

As the most regions of Ukraine, the Donetsk region lacks special units (departments, divisions, sectors) on tourism issues both in local executive and self-government bodies. The department of recreational sphere and tourism

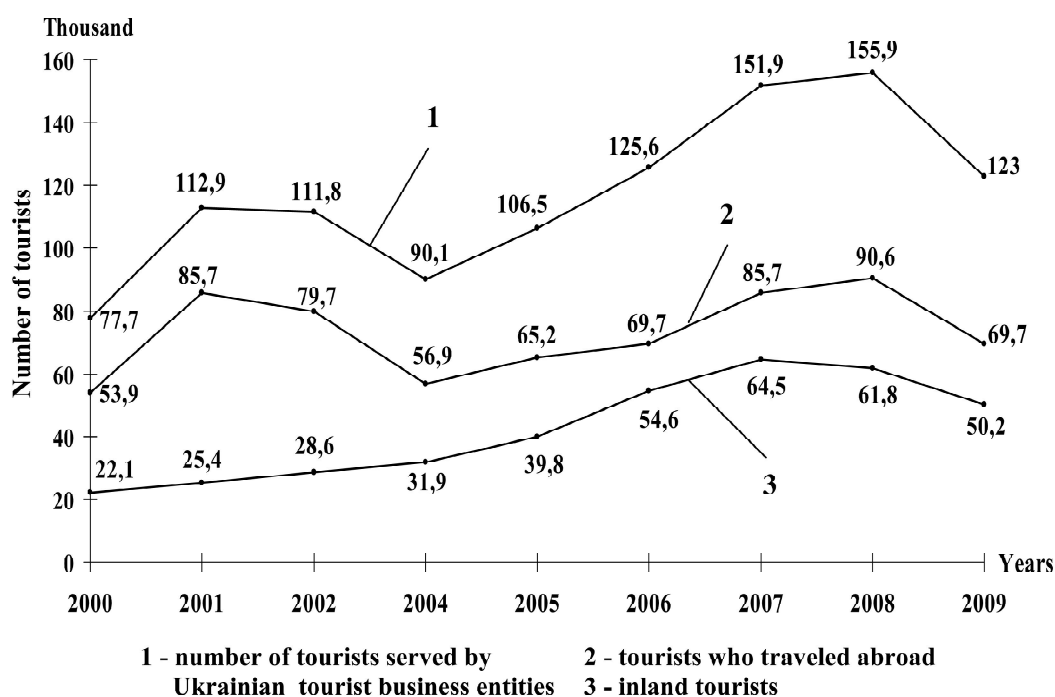


Fig. 1. Dynamics of the number of tourists in the Donetsk region

consisting of three employees was created by the Slovyansk city council; the departments of culture and tourism operate in Donetsk and Mariupol city councils. In Pershotravnevy and Novoazovsk districts, only a single employee is engaged in tourism development. In some city councils there are no such employees at all. Lack of separate units, which would undertake the organization of the tourism and resort activities management at the appropriate level, leads to the situation where issues relating to tourism development are being solved from time to time by different employees when they are given appropriate instructions.

However, after adoption of the Law of Ukraine No. 1282IV as of Nov 18, 2003 "On amending the Law of Ukraine 'On Tourism'", the responsibility of local executive and self-government bodies for tourism development in the regions increased significantly [22, p. 40]. They are responsible for elaborating the local tourism development programs; performing measures related to protection and preservation of local tourism resources; upgrading tourist services in hotels, motels, camping sites, in tourist companies and motor carriers to the national standards; promoting different types of tourism, establishing information centers, and so on.

For the execution of the powers in the field of tourism, entrusted according to this law to local executive and self-government bodies, there are required the employees who would have professional training and experience in tourism and resorts sphere, would take care of these issues in the regions full-time instead of performing them from time to time. Therefore it is important that these

experts have been entrusted with such responsibilities in accordance with their official instructions.

As yet, civil servants and local self-government officials are not fully prepared to work in active development of inland, especially children, youth, environmental and rural tourism, and to perform tasks entrusted to local executive and self-government bodies according to the Law of Ukraine No. 1282IV as of Nov 18, 2003 "On amending the Law of Ukraine 'On Tourism'". Because of the conditions prevailing in the operation of tourist and recreational facilities, local executive and self-government tourism bodies have almost no influence on the effectiveness of the usage of existing tourist and recreational potential. It means that the system of tourism management does not fully meet the modern requirements.

Thus one of the main measures to improve the government regulation of the tourism sphere is organization of staff training and skills improvement. At the Council of Regions meeting in Kiev (June 24, 2010), at which issues of the national personnel policy and its 2011-2020 development strategy were considered, the President of Ukraine V. Yanukovych noted that major problems in this area are: "non-compliance of the personnel policy to the requirements of transformation processes in the country; imperfect legal framework; lack of strategic management of staff training in respect to the needs of the society; underdeveloped human institutions; insufficient use of scientific approaches, scientific research results when elaborating and implementing the national personnel policy" [23].

Taking into account that experts of the Donetsk region have already begun active preparations for Euro2012, development and implementation of measures to improve staff preparation in the tourist sector should be accelerated. The “2002—2010 National program of tourism development” provided particular measures for creation of the sphere’s intellectual basis — tourism higher education system. Nowadays, the staff for the development of tourism and resorts sphere in Ukraine is trained by more than 130 universities.

In the Donetsk region, more than 13 public and private universities are training specialists in tourism, hotel and restaurant businesses, and actively opening new special curricula in recent years, e.g.: “Management of the tourism industry, hotel and restaurant business” at the Mariupol State Humanitarian University, “Tourism, hotel and restaurant business” at the Donetsk M. I. Tugan-Baranovsky National university of economy and trade, “Management in non-production sphere” at the Donetsk state university of management, and so on. In 2007, students of the Donetsk institute of psychology and entrepreneurship got the opportunity to master the “Interpreter & guide” course, which was introduced in connection with the football championships “Euro-2009” and “Euro-2012” in Donetsk. In the Donetsk Institute of economics and humanities from 2010 on, the specialization “International tourism” was opened within the “International Economics” curriculum.

Under present circumstances, it is appropriate to focus attention on the quality of training for tourism industry, as well as the capability of the education system to satisfy a particular region’s needs in regard to the peculiarities of its development. Tourist business requires professionals with thorough knowledge and practical skills in tourism companies, hotel industry, transportation networks, entertainment organizations, insurance, trade, public catering and service. Professionals need to continuously achieve harmony between the deep theoretical knowledge and perfect practical training. They must have knowledge of history, archeology, art, religion, architecture, political science, ethnography, geography, psychology, sociology and social work.

Hotel and tourism sector needs a new generation of professionals capable of working to meet the needs of consumers. Therefore employees who can understand and meet their clients’ requests and needs have a high value. The knowledge of several foreign languages, business ethics, knowledge of computers and technology, readiness to improve their professional knowledge are of particular importance. This also includes training and skill improvement of civil servants and local government officials entrusted with the authority to implement aspects of tourism.

The rise of the scope and complexity of the tasks of contemporary development of tourism industry needs

accelerated development and update of administrative personnel, especially top management. The requirements imposed on civil servants and local government officials become more complicated. Their responsibilities and professional skills necessary to perform their tasks to increase efficiency in providing high-quality public services grow as well.

Reforming the public service proves that personnel is a key strategic resource for achieving public policy objectives and ensuring high quality of service. So to solve the problems of tourism development, efforts should be focused on the performance of civil servants and local government officials; a clear separation of responsibilities in solving problems of state regulation of tourism provide the public with better services [24, pp. 11—12].

Given the increasing importance of the development of tourism in all regions, the organization of professional training of this category of personnel should become a priority for local executing and self-governments bodies. To solve this problem is possible only with a system of targeted training and skill improvement of staff who is responsible for organizing the development of tourism by improving professionalism. Qualification and the results of labor should be the criteria that define a civil servant’s career. Assessment and promotion of staff taken on public service and service in local self-government bodies have to be as objective and transparent as possible, and to be based on personal merits and achievements.

Based on the foregoing, it is necessary to examine training needs of staff and, taking into account specific circumstances, to develop on the regional level a concept of training staff of the city and city district administrations, township and village councils, and district administrations.

The concept is to be based on: the foundations of the Laws of Ukraine “On amending the Law of Ukraine ‘On Tourism’”, “On civil service”, “On service in local government”, “On local self-government in Ukraine”, “On local state administrations” [22, 25—28] and others; priority in training of employees who have been for the first time accepted for employment as civil servants and officials of local self-government entrusted with the responsibilities associated with the implementation powers in the field of tourism; possibilities to choose the kind and timing of additional training on the basis of their training in previous years and work status specificity; criteria for rational use of budget funds for training personnel.

One of the important tasks of the administrative reform is staff preparation for a new system of state regulation by creating a modern system of training and skill improvement of the administrative staff. Terms and conditions for the composition of public servants include recruitment on the basis of qualitative characteristics according to the legislation and taking into account the

specificities of each post. According to the Law of Ukraine “On civil service” and “On service in local self-government”, every civil servant and local government executive must upgrade their professional knowledge every five years.

Therefore, an important efficiency measures tourist activity is the organization of training, skill improvement and retraining of personnel working in this field. That must be combined into a professional and official growth system realized in the form of career advancement principles. To achieve this goal it is necessary to include a separate section on “Personnel training, retraining and skill improvement” into the new edition of the “State target programme of tourism and resorts” with mandatory allocation of budgetary funds for its implementation.

While developing local tourism programmes, local self-governments should foresee funds of corresponding budgets for training, retraining and skill improvement of civil servants and officials of local self-governments, entrusted with the authority in the field of tourism. It means that for the implementation of such a proposal it is necessary to introduce a compulsory training system of state officials and local self-government executives using various forms of education, introduce measures to encourage their interest in a systematic training of employees.

Given that practical experience on the tourism development has been hardly accumulated, it can be appropriate to train people employed with these duties on selected professional programs. In other words, such employees should be trained on specially designed education programs. Such programs could be developed by scientists and experts of the Mariupol State Humanitarian University, Donetsk M. I. Tugan-Baranovsky national university of economy and trade, Donetsk state management university, Donetsk institute of tourist business, Donetsk institute of psychology and entrepreneurship, and other institutes of the Donetsk region, which train specialists for the tourist industry and non-production sphere.

Particular attention in the curricula should be paid to the legal regulation of local taxes and fees, advertising, security in tourism, protection of the interests of tourists outside Ukraine, travel insurance; establish categories of objects of tourist infrastructure, licensing, certification and standardization in the field of tourism activities, etc.

To develop these measures, it is appropriate to create a consultative and advisory body at the Regional coordination council on development of tourism and recreation industry of the Donetsk region state administration — a working group (Fig. 2), on whose meetings the proposals of the region’s leading scientists and experts related to the improvement of organization

in field of staff training and skill development of the tourism sphere could be discussed.

For example, the Donetsk Institute of psychology and entrepreneurship initiated the creation of a methodological and coordinating center for foreign language training of metropolitan services sector employees (drivers, guides, waiters, hairdressers, etc.) in the extent necessary for communicating with foreign guests. In preparation for Euro 2009 and Euro 2012, specialists of the Department of family and youth of the Donetsk regional state administration together with the Department of family, youth and international affairs of the Donetsk municipal council have developed a concept and organized the preparation of volunteers.

On the meeting at the Ministry of Education and Science of Ukraine on the July 15, 2010 there were discussed the issues of establishing the language training centres for law enforcement, medicine, and services sector during the finals of the UEFA Cup in 2012. There were considered proposals on the introduction of new professions “steward” and “volunteer” to the National professions’ classifier.

There is a very interesting proposal regarding the organization of a methodological and scientific sector in the Regional coordination Council on development of tourism and recreation industry, concerned with the organization of preparation and skills improvement of state and local self-government officials who perform the duties in the tourism sphere [8, p. 79]. This working group can contain experts of universities, tourist enterprises, public service, representatives of local authorities and self-governments, and the media. In pursuing the development of proposals for the regulation and coordination of staff training and skills improvement in the tourism sphere in the Donetsk region, the working group can:

- contact town and district councils about the need to include the questions on training and skill improvement of employees which perform duties in the field of tourism into town and district tourism development programmes; identify the costs of their training and skills improvement;

- contribute proposals to the regional council session regarding amending the regional tourism development programme with measures the training and skills improvement of local executive bodies and self-governments which perform duties in the field of tourism;

- propose the experts of research institutes and universities of the Donetsk region together with the scientific methodology sector of the Regional Coordination Council on development of tourism and recreation industry of Donetsk region to participate in development of:

- a program of training and skill improvement of

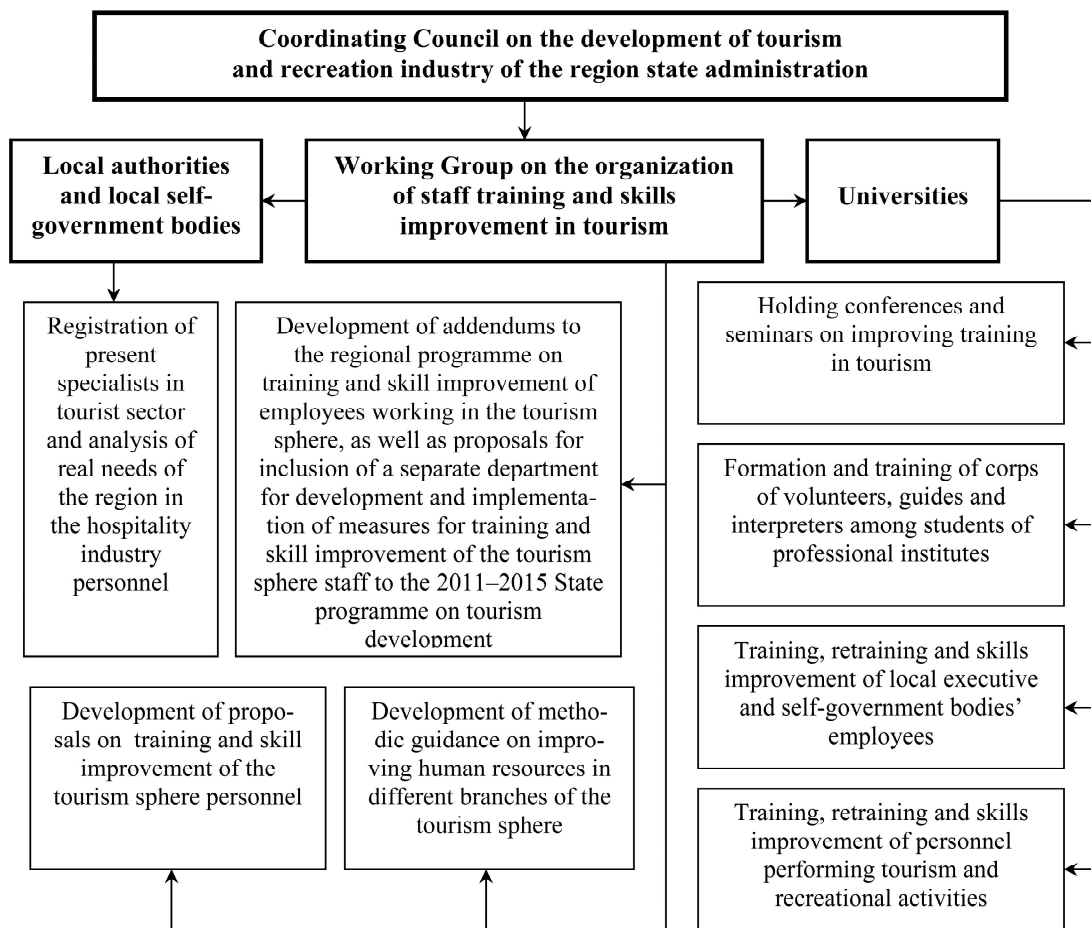


Fig. 2. Measures for improving of staff preparation in the tourism sphere in the Donetsk region

staff involved in performing of duties in the field of tourism;

the proposals regarding the inclusion of a separate department for development and implementation of measures for tourism sphere staff training and skill improvement into the 2011—2015 State program of tourism development;

a methodological guidance on improving human resources in different areas of activity in the sphere of tourism activities and proposals on approaches to recruitment [10, p. 184; 11, p. 211; 12, p. 17].

Nowadays, the issues of ensuring safety and security of tourists are gaining a special importance [29]. To resolve this problem in the Donetsk region there was held a meeting of the Coordination Council on development of tourism and recreation branch (January 22, 2010), where specialists of the Culture and Tourism administration of the Donetsk region presented the paper “2010-2012 complex of regional measures to ensure safety and security of tourists”.

The experts of the Donetsk institute for psychology and entrepreneurship, in accordance with the “2007-2012 cross-industry programme on safety and security

of tourists” proposed to carry out the following measures:

to organize round tables on issues of ensuring safety and security of tourists, and improvement of legal protection of safety and security of tourists;

to organize training seminars for students of the Donetsk region;

to recommend the Donetsk region universities to introduce into curricula an elective course “Security and safety of tourists”;

to recommend specialists from the core Donetsk region university to develop proposals regarding the improvement of the quality of tourist services, safety and security of tourists, training, retraining and skill improvement of managers of tourist groups, guides, translators, managers and experts of tourist businesses.

Thus, the **scientific novelty of this research** lies in the development of proposals for improving human resources of tourism development in the region through the organization of a skill improvement system for civil servants and local self-government officials, entrusted with the responsibilities of state regulation of tourism, as

well as interpreters, guides, managers and other professionals required to meet the growing needs of the region in highly qualified personnel.

Conclusions and recommendations. Realization of the stated proposals regarding the necessity to introduce a specialized system of training and retraining of civil servants and local self-government officials engaged in the development of resort and recreation areas and tourism and other tourism industry professionals would solve the problem of recruiting the qualified personnel, changing its composition, ensuring its effective functioning and successful execution of tasks which arise from the tourism and resorts legislation.

Implementation of the training and retraining system for the personnel employed in the development of the tourism and recreation sphere under the conditions of market reforms in the sphere of tourism will contribute to achieving the necessary level of expertise in the major legal, economic and social aspects of the local authorities and self-governments, rise of the service quality and the independence of the corresponding level staff in dealing with organizational and functional tasks.

Organization of training for professional employees who possess authority in the recreation and tourism sphere will allow making knowledge and information on tourism accessible for different categories of people, will help create the social environment in which local executive and self-government bodies would be interested in qualified personnel of the recreation and tourism sphere.

The draft of the “2011-2015 State programme of developing tourism and resorts” [30] expected that the provision of the sphere of tourism and resorts with qualified, professionally oriented staff will improve the quality of tourist services, create conditions for increased tourist flow, and improve tourist image of the country.

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Konishcheva N. I. Staff training and professional skills improvement for ensuring tourism development in the Donetsk region

Advancement expediency of staff training and professional skills improvement in the tourism sector in the context of the Donetsk region's preparation for Euro 2012 is grounded. Preparatory organizational measures of training and professional skills improvement of state and local government officials vested with authority in public tourism administration are developed.

Key words: tourism business, accompanying fields of economic activity, public administration of tourism development, staff training and skills improvement in tourism.

Коніщева Н. Й. Підготовка та підвищення кваліфікації кадрів для забезпечення розвитку туризму в Донецькій області

У статті обґрунтовано доцільність удосконалення системи підготовки та підвищення кваліфікації кадрів у туристичній сфері в контексті підготовки Донецької області до Євро-2012. Розроблено заходи щодо організації підготовки та підвищення кваліфікації державних службовців та посадових осіб місцевого самоврядування, на яких покладено повноваження з вирішення питань у сфері державного управління туризмом.

Ключові слова: туристичний бізнес, супутні сфери економічної діяльності, державне управління розвитком туризму, підготовка та підвищення кваліфікації кадрів у туристичній сфері.

Конищева Н. И. Подготовка и повышение квалификации кадров для обеспечения развития туризма в Донецкой области

В статье обоснована целесообразность совершенствования системы подготовки и повышения квалификации кадров в туристической сфере в контексте подготовки Донецкой области к Евро-2012. Разработаны мероприятия по организации подготовки и повышения квалификации государственных служащих и должностных лиц местного самоуправления, на которых возложены полномочия по решению вопросов в сфере государственного управления туризмом.

Ключевые слова: туристический бизнес, сопутствующие сферы экономической деятельности, государственное управление развитием туризма, подготовка и повышение квалификации кадров в туристической сфере.

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