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MODERN SYSTEM OF CIVIL SERVANT PROFESSIONAL TRAINING IN UKRAINE

NOWOCZESNY SYSTEM KSZTAŁCENIA ZAWODOWEGO DLA URZĘDNIKÓW SŁUŻBY CYWILNEJ UKRAINY

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Abstract:

The article deals with the main elements of the modern system of civil servant professional training, taking into account changes in the legal field as a result of the implementation of public administration reforms. The purpose of this article is to highlight the current state of the of civil servant professional training system in Ukraine, taking into account the updated legal framework. It is established that the main subjects of the modern system of civil servant professional training in Ukraine are: The National Agency of Ukraine on Civil Service (Natsderzhsluzhba), The National Academy and its regional institutions of public administration, higher education institutions, providing training for educational program of the specialty "Public management and administration". The main legal documents adopted over the past three years have identified strategic directions, mechanisms, funding sources and the time frame for the formation of an effective and efficient system of civil servant training. The lack of professional standards in the field of public service and educational-professional program standard of master training in specialty "Public management and administration" make it impossible to unify training programs for quality training of future civil servants and pass the unified state qualification examination upon completion of the master training program in specialty "Public management and administration".

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Keywords: training of civil servants, the system of professional training, reforming, public administration, public management and administration

Streszczenie:

Artykuł dotyczy głównych elementów nowoczesnego systemu kształcenia zawodowego dla urzędników służby cywilnej, biorąc pod uwagę zmiany w zakresie regulacji w wyniku reform w administracji publicznej. Celem tego artykułu jest podkreślenie obecnego stanu systemu kształcenia zawodowego dla urzędników służby cywilnej Ukrainy, z uwzględnieniem zaktualizowanych ram prawnych i regulacyjnych. Ustalono, że głównymi przedmiotami nowoczesnego systemu kształcenia zawodowego dla urzędników służby cywilnej na Ukrainie są: Służba Bezpieczeństwa Narodowego, Akademia Narodowa i jej regionalne instytuty administracji publicznej, uczelnie prowadzą kształcenia według Programu kształcenia na kierunku "Zarządzanie Publiczne i Administracja". Najważniejsze dokumenty regulacyjne, które zostały przyjęte w ciągu ostatnich trzech lat, określiły strategiczne kierunki, mechanizmy, źródła finansowania i harmonogram formowania systemu kształcenia zawodowego dla urzędników służby cywilnej. Brak profesjonalnych standardów w dziedzinie służby cywilnej, Standardu edukacyjnego i zawodowego Programu kształcenia dla studiów magisterskich na kierunku "Zarządzanie Publiczne i Administracja" sprawia, że niemożliwe unifikację Programów kształcenia dla jakościowego kształcenia dla przyszłych urzędników służby cywilnej oraz sporządzenie jednolitego egzaminu państwowego (egzaminu dyplomowego) po ukończeniu Programu studiów magisterskich na kierunku "Zarządzanie Publiczne i Administracja".

Słowa kluczowe: kształcenie dla urzędników służby cywilnej, system kształcenia zawodowego, reforma, administracja publiczna, zarządzanie publiczne i administracja

Statement of the problem in general outlook and its connection with important scientific and practical tasks

Relevance of research topic


Ukraine's signing of the Association Agreement between Ukraine, on the one hand, and the European Union, the European atomic energy Community and their member states, on the other hand, in 2014 led to the need to revise and reformat all spheres of Ukrainian society in order to introduce conditions for further cooperation of countries in areas of mutual interest (16).

The introduction of European standards of life in Ukraine and its entry into the leading positions in the world are the basis of the decree "On sustainable development strategy "Ukraine - 2020" signed in 2015 by the President (1, 12).

The strategy provides for the implementation of 62 reforms and development programs of the state. Among the priority reforms is the reform of public administration, which provides for the construction of a transparent system of public administration

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and the creation of a professional institute of public service. The result of the reform should be an effective, transparent, open and flexible structure that will be able to develop and implement a holistic state policy aimed at sustainable social development and adequate response to internal and external challenges (12).

Analysis of latest research where the solution of the problem was initiated

The analysis of recent research and publications showed that different issues of civil servant training were explored by V.Luhovyi, T.Lukina, N.Protasova, Zh.Talanova, I.Surai, V.Chmyha, O.Voronko, L.Hohina, S.Khadzhyradieva and others.

Aims of paper. Methods

Formation of the problem

One of the main objectives of the public administration reform is the modernization of the public service system and service in local governments, which is impossible without the modernization of one of its components – the vocational training system.

Selection of unexplored parts of the general problem

The system of vocational training, including training, specialization and advanced training, still does not meet modern requirements for the quality and content of education (13). Therefore, it needs scientific practice-oriented developments, in particular with regard to the system of professional civil servant training as an integral part of the civil servant professional training system in Ukraine.

Task assignment

The purpose of this article is to highlight the current state of the civil servant professional training system in Ukraine, taking into account the updated legal framework.

Exposition of main material of research with complete substantiation of obtained scientific results.


Discussion. Presenting main material

The adoption of the laws of Ukraine “On higher education”, “On public service” and the adoption of the strategy of reforming the public administration of Ukraine for 2016-2020 became the legal basis for reformatting the system of civil servant training.

The leading role in this process is played by The National Agency of Ukraine on Civil Service (hereinafter – Natsderzhsluzhba) which according to the Law of Ukraine “On public service” implements the state policy in the sphere of public service (9). Natsderzhsluzhba has the following duties:

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- to ensure that the training needs of public servants are identified in accordance with the requirements of professional standards;
- to form proposals on the volume of the state order for professional training of civil servants for state needs on the basis of their professional competence, to place the approved volumes in accordance with the legislation, to ensure timely financing of the state order implementers according to the concluded state contracts;
- to promote the development of the system of educational institutions engaged in the training of civil servants, to delegate to them the authority to determine the content of training of civil servants in accordance with the requirements of professional standards;
- to organize with the involvement of educational institutions the development of educational and professional programs in the field of knowledge “Public management and administration” and coordinate them (9).

Professional training of civil servants in Ukraine is carried out at the expense of the state budget and other sources not prohibited by law in accordance with the procedure established by higher education institutions, institutions, organizations, regardless of the form of ownership, which have the right to provide educational services, including those abroad (9).

Today, the system of professional training of civil servants includes 109 institutions of higher education of the country, which have the right to carry out educational activities for the preparation of masters in the specialty “Public management and administration” (4). Among these institutions are The National Academy of Public Administration under the President of Ukraine (hereinafter – The National Academy) and its regional institutions of public administration in the cities of Dnipro, Lviv, Odessa and Kharkiv.


The special role of the National Academy as a higher educational institution with special educational conditions is manifested in the fact that, in addition to educational activities for the preparation of masters in the specialty “Public management and administration”, it provides scientific and methodological support for the training of civil servants (9).

It should be noted that after the approval in 2015 of a new list of branches of knowledge and specialties for applicants for higher education, since 2016 the training of civil servants is carried out in the specialty “Public management and administration” (2, 10) on the relevant programs of the first (bachelor) and second (master) level of higher education.

Training for each level “of higher education should be carried out in accordance with

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the standards of educational activities, which are developed within each specialty, taking into account the need to create conditions for persons with special educational needs and are mandatory for all institutions of higher education, regardless of the form of ownership and subordination” (7).

Therefore, it is time for the development of standards in the specialty “Public management and administration”. The standard for the first (bachelor) level of higher education (hereinafter – the Standard) in the specialty 281 “Public management and administration” is already approved by the order of the Ministry of education and science of Ukraine (29 October 2018) (3).

This Standard defines the basic framework for training specialists capable of solving complex specialized tasks and practical needs in the field of public administration and administration or within learning process. The volume of the educational program – 240 credits of the European Community Course Credit Transfer System (hereinafter – ECTS) on the basis of the general secondary education is established. And in the case of an existing degree of “Junior specialist”, the institution of higher education has the right to recognize and transfer the ECTS credits received within the previous educational training program (3).

Furthermore, the Standard defines a list of common, integrated and special (professional, subject-specific) competences that should be taught to future bachelors, and their confirmation takes place during the public defense of the qualification work and qualification exam.

The work on the development of the higher education standard of the second (master's) level of higher education in the specialty 281 “Public management and administration” continues. This standard should be aligned with professional standards, which are also under development.


Nowadays the training of masters in “Public management and administration” is carried out in Ukraine by educational and professional programs in the amount of 90 ECTS credits and is 16 months long (8). Forms of training include - intramural, evening-time, correspondence and correspondence- off-campus.

Thus, the National Academy has developed an educational and professional master's program in the specialty “Public management and administration”, which consists of 90 credits, and is aimed at the formation of certain program competencies, consisting of: integrated, general, and professional (6).

The normative part of the program contains 12 academic disciplines covering the main areas of Ukrainian society: public policy, globalization and national security policy, change management, economic management and public finance, regional

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management and local self-government, public administration law, institutional support of public authorities, strategic management, social and humanitarian policy, information policy and digital technologies, parliamentarism, personnel management in the public service.

For the intramural form of education, one of the types of practical training was introduced for the first time – training sessions, the purpose of which is to deepen and consolidate theoretical knowledge, develop skills of practical and experienced work in the field of public administration and administration (6).

Training sessions of four ECTS credits (48 academic hours within 3 weeks) cover the following topics:


- Conflict resolution by mediation,
- Organization of the budget process in Ukraine,
- Evidence-based policy as a new trend in public policy research,
- PR in public authorities,
- Modern aspects of social policy,
- Development of the legal framework for public administration,
- Tools of the public administration body organizational activity,
- The decision making of local value: the art and science,
- Time management in territorial administration,
- Leadership in local governance,
- Critical thinking of civil servants,
- Organization of interaction between the structures of the national security system in the context of the political crisis,
- Association agreement as a factor of consolidation of Ukrainian society,
- Media relations in public authorities (media relations),
- Information electoral technologies,
- Effective business communication in English-speaking environment,
- Preparation and organization of public speaking,
- Public debate and negotiation,
- Decision-making: analytics of solving social problems (6).

In addition to the educational training, intramural form students intern for two months in the bodies of state power and bodies of local self-government (6). During the internship, students:

- gain experience in performing tasks, duties and practical work in the structural units of bodies, institutions in the positions of public service or service in local authorities;
- increase professional competence and develop business qualities;

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- conduct research on the subject of master's thesis;
- summarize information and prepare analytical materials on public administration, local self-government and public development management for further application in practice (6).

Students of evening-time, correspondence and correspondence- off-campus forms carry out practical tasks, usually, in the workplace, and students who are not civil servants – in the format of self-training (6). In the process of performing a practical task, students should:

- learn the principles and foundations of administrative activities by combining theoretical knowledge acquired in the learning process, with the practice of working in positions;

- study the basics of the organization of administrative structures, the main working procedures, which constitute the professional activity of a public servant;

- deepen the understanding of political, economic and social aspects of the activity of power institutions, in particular with the use of means of monitoring the activities of public authorities (6).

Training in the workplace for students of evening-time, correspondence and correspondence- off-campus forms and internships for intramural students carry a deep meaning – preparation for independent performance of professional activities, which is one of the problematic issues of higher education in general. And this question is especially acute when we are talking about a professional civil service, and professional training of civil servants.

In addition to the normative component, the educational and professional program in the specialty “Public management and administration” contains 23 selective components, among which students must choose four.


Civil servant training is completed by certification, which consists of a comprehensive qualification exam and writing and defending a master's thesis.

Today, to ensure the implementation of effective mechanisms of certification of applicants for higher education master's degree, which will determine the level of professional training of graduates of relevant specialties of higher education institutions, a list of specialties, which held a unified state qualification exam for a master's degree, is approved, including the specialty “Public management and administration” (11).

At the same time, it should be noted that the absence of the state standard of training in the field of “Public management and administration” makes it impossible to prepare and pass the unified state qualification exam for a master's degree.

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In modern conditions of competition the institution of higher education that will take into account such factors wins:


- "to comply with the trends and requirements of information civilization, national society and education (computerization and informatization of education, presence on the Internet, the introduction of off-campus learning);
- wide use of best practices in learning organizations, innovation mastering. At the same time, special attention should be paid to the use of the accumulated experience of moving away from the classical education system by reducing the time for classical lectures, increasing situational learning, participation of students in the project work;
- having a system of forecasting and planning (strategic plan, flexible curricula and programs, plans of certain activities, etc);
- focus on the practical needs of society (marketing, case study in school, etc);
- having models of training and education, strengthening the ethics of relations and teachers, based on the subject-subject relations;
- being active in society, influencing the structures of power and elite groups, interacting with the public, forming an attractive image;
- striving to expand the segment of the educational market as much as possible, going beyond the national educational space;
- widely attract and use specialists from the leading university centers of the country and abroad;
- working in the field of interactive learning technologies aimed at the development of abilities, especially the skills of thinking, analysis, design and construction;
- maintaining constant contacts with partners in the field of education, which makes it possible to constantly be in a competitive space and to perceive best practices;
- gaining experience in training and education of not only leaders of intellectual development, but also persons with reduced abilities, as the deterioration of the demographic situation in the coming years will entail a significant deterioration in the quality of students (15).

Despite the changes in the system of professional training today, the quality of education in the specialty "Public management and administration" does not meet the modern goals and objectives of public servants. Obtaining a degree does not confer an advantage in employment or promotion (12).

The changes described above, which have occurred in the civil servant professional training system, cannot fully ensure the improvement of its quality. For this purpose, additional "levers" should be introduced - changes in the policy of higher educational

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institutions functioning, which will simultaneously ensure their competitiveness. Furthermore, in order to address the problematic issues regarding the insufficient level of readiness of graduates for professional activities the Concept of training in the dual form of education was approved (14).

In addition, in accordance with the challenges of our time, the Concept of reform and Development strategy of the National Academy for 2017-2021 was adopted (5). This Concept defines the objectives of reforming the National Academy: providing high-quality scientific, expert-analytical and educational services, in particular in the system of civil servant professional training, with a high level of professional business, patriotic, moral and ethical qualities, capable of making effective management decisions, to be competitive in the domestic and international labor markets (5). Strategy among the tasks defined:


- “development and implementation of new methods of selection of persons to bachelor's and master's degrees”;
- “development and implementation in coordination with public administration bodies and in accordance with the competent approach (provides for the systematic formation of professional, communicative, digital, social, civil and other competencies) of scientifically grounded and brought into line with the modern needs of public administration and administration, and recognized in the world quality standards of the educational process of multidisciplinary, practical and individually-oriented educational training programs”;
- creation of an effective system of evaluation and control of the training success of students;
- “specification of conditions of training in the National Academy by formulating special requirements for the organization and regulation of the educational process, the selection of students for training and internship, ... as well as their scholarship and employment”.

Conclusions

Thus, the main subjects of the modern system of civil servant professional training in Ukraine are The National Agency of Ukraine on Civil Service (Natsderzhsluzhba), The National Academy and its regional institutions of public administration, higher education institutions, providing training for educational program of the specialty “Public management and administration” of the first (bachelor) and second (master) level of higher education.

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The main legal documents adopted over the past three years have identified strategic directions, mechanisms, funding sources and the time frame for the formation of an effective and efficient system of civil servant training.

Unresolved issues remain: the lack of professional standards in the field of public service, and standard of the educational-professional program of training of masters in specialty “Public management and administration”, which makes it impossible to unify training programs for quality training of future civil servants and pass the unified state qualification examination upon completion of the program of training of masters in specialty “Public management and administration.” This has a negative impact on the system of civil servant professional training in Ukraine.


Therefore, further research should concern the improvement of the system of civil servant professional training in Ukraine.

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