

INNOVATIVE TOOLS AND INSTRUMENTS FOR IMPROVEMENT OF THE NATIONAL TRAINING SYSTEM OF UKRAINIAN CIVIL SERVANTS AND LOCAL SELF-GOVERNMENT OFFICIALS

Summary: *One of the priorities of the administration reform initiated by President of Ukraine V. Yanukovych is the development of the human capacity in the civil service and in local self-government bodies. Thus, Strategy of the State Personnel Policy for 2012-2020 was approved by the decree of the President of Ukraine № 45/2012 dated February 1, 2012 [1]. At the same time a new Law of Ukraine «On Civil Service» that has to come into effect on January 1, 2013 makes special emphasis on issues regarding the professional and competent staff training for working in public authorities.*

In this regard it should be mentioned that in the professional training system for civil servants and local self-government officials the issue on Masters' training that is carried out due to the relevant educational and professional programs and provides deep legal, economic, political, administrative, social, humanitarian, psychological, educational, professional and other kinds of trainings that are required for legal, organizational, administrative and advisory provision of the public authorities performance which complied with the Law of Ukraine «On Civil Service» is high on the agenda.

This article presents current situation of the functioning of the national training system for Ukrainian civil servants and local self-government officials. It also highlights innovative tools and instruments for its improvement in the framework of the ongoing administrative reform.

Key words: *training system, civil service, civil servants, local elected representatives, tools, instruments, innovations, administrative reform, law on civil service, civil servants, service in local self-government bodies, training.*

Analysis of the last researches and publications. During last years many Ukrainian researchers and scientists (V. Lugoviy, M. Bilynska, V. Chmyga, M. Kanavets, V. Kniazev, N. Nyjnyk, M. Pukhtynskiy, O. Rudenko, T. Pakhomova, O. Povajniy, K. Vachenko, T. Vasylevska, Y. Kovbasiuk and others) analyzed different issues related to the development and further improvement of the national training system of Ukrainian civil servants and local elected representatives. At the same time, realization of the administrative reform will require additional researches concerning new innovative tools and instruments for the modernization of the national training system.

Objective of the article. The main objective of this article is to present current situation of the functioning of the national training system for Ukrainian civil servants and local self-government officials as well as to highlight innovative tools and instruments for its improvement.

Presentation of the main content. Within the administrative reform initiated by the President of Ukraine in 2010 one of the priorities is modernization of the civil service in particular to raise the professional level of staff in the public authorities and local self-government bodies.

In the system of civil servants training special accent is made on training of Masters which is carried out according to the relevant educational and professional programs. Such training provides in-depth legal, economic, political, administrative, socially-humanitarian, psychological-pedagogic, professional and other types of preparation required for legal, organizational, administrative and advisory provision of public authorities performance according to the Law of Ukraine «On Civil Service».

The main task of the state for creating Master's programmes on public governance in Ukraine is to improve the quality of education of managerial staff of the public authorities according to the best world standards. The content of education is determined by the normative and selective parts of the programme which are being developed for each specialty according to specialty's list of «Specialist, Master» degree and in some fields of knowledge for «Master» degree.

At the same time the creation of complex (cycle) of ongoing training for civil servants and local self-government officials becomes a priority. It should ensure a quality increasing of their professional competence. In this regard, attention should be paid to improving of the training methods for managerial staff, videlicet the

complex of methods, operations, theoretical and practical methods; method of well-ordered interrelated actions of trainers and students oriented at students assimilation of the knowledge system, acquisition of skills and overall development.

The modern term «Master» comes from the Latin «magister» which means head, mentor, teacher. It means the qualification level of the specialist who, on the bases of the specialist degree received intimate innovation knowledge, has a certain experience in its application and production of a new knowledge for solving the problematic professional tasks in public governance sphere [7].

Some special programs are being developed for Masters. The purpose of the masters program is the professional training of highly qualified, self-disciplined staff for public authorities and local self-government bodies which are able to develop, analyze and implement public policy, perform management functions creatively, efficiently, effectively and facilitate the innovation processes in the society due to pursuit of social justice, democracy, human rights, sustainable development based on international and European standards.

In the opinion of the authors of the Encyclopedia on Public Administration, the Master of Public Administration – is a graduate of the university who must have knowledge and skills to ensure the performing functions of a manager: administrative, legal, organizational, analytical, forecasting, planning, control, educative; facilitate the innovation processes in society due to pursuit of social justice, democracy, human rights, sustainable development based on international and European standards [7].

Training of Masters is performed by appropriate educational and professional programs. At the same time, the content of education is determined by the normative and selective parts of the programme which is developed for each specialty according to the list of «Specialist, Master» degree and for some fields of knowledge of «Master» degree [5].

Training of specialists in qualification «Master» degree # 1501 «Public Administration» in Ukraine is

carried out in the following specialties: 8.150000 «Public Administration», 8.150101 «Civil Service», 8.150102 «Society Development Management», 8.150103 «Public Management in National Security», 8.150104 «Public Management in Education», 8.150105 «Public Administration in Health Care», 8.150106 «Public Policy and Management», 8.150107 «Public Administration», 8.150108 «Local Governance», 8.150109 «Regional Management», 8.150110 «Parliamentarism and Parliamentary Activity».

According to the information provided by National Agency of Ukraine on Civil Service as of February 7, 2012 master's training on «Civil Service» specialty in the field of knowledge «Public Administration» was carried out by 28 higher education institutions. In 2012, 19 institutions engaged in the abovementioned training according to state order, other – under the contract [2].

The particular majority of higher education institutions already have considerable experience on Master's training on «Civil Service»; another – just started to implement it.

Since the opening of the master's programme in 1996 till January 1, 2012 – 15125 Masters were trained by the specialty «Civil Service» in the field of knowledge «Public Administration» on full-time and part-time forms of study according to state order and on a contract basis. It is only 3,98 % of the total number of civil servants and local self-government officials that is 379,283 people as of January 1, 2012 according to the information provided by the National Agency of Ukraine on Civil Service [2].

Over the past five years 12,091 or 80 % of Masters «Civil Service» had been trained, including:

- full-time form of study according to the state order – 1819 persons;
- part-time form of study according to the state order – 7822 persons;
- full-time form of study on contract basis – 941 persons;
- part-time form of study on contract basis – 1509 persons (fig. 1).

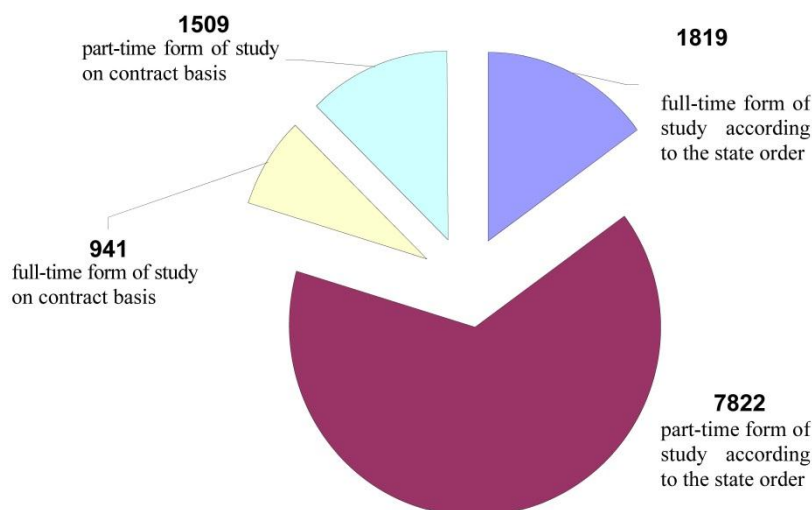


Figure 1. Total number of trained Masters according to the state order and on contract basis

Higher educational institutions prepare the Masters «Civil Service» in 40 specialties. The most popular of them are:

- «Administrative management» – total number of graduates is 4,102;
- «Economics» – 2219 graduates;
- «Territorial management and Local Self-Government» – 990 graduates;
- «Social Sphere» – 656 graduates;
- «Legal Provision» – 642 graduates;
- «HR Management» – 327 graduates;
- «Public Administration» – 239 graduates;
- «Regional Governance and Local Self-Government» – 239 graduates;
- «Public management in agrarian sphere» – 234 graduates;
- «Economic Policy» – 181 graduates;
- «Finance and Budget» – 188 graduates.

List of Specialties

- Administrative management;
- Territorial Management and Local Self-Government;
- Legal Provision;
- HR Management;
- Public Administration;
- Public management in agrarian sphere;
- Economic Policy;
- Management in the EU institutions;
- Political Institutions & Processes;
- Health Care Management;
- Economics;
- Social Sphere;
- Project Management;

- International and European Integration;
- Regional Management and Local Self-Government;
- Finance and Budget;
- International and European Integration;
- Social and Humanitarian Policy;
- Economic Security;
- Others.

Monitoring of distribution of specialties in higher educational institutions showed that unfortunately the majority of them choose the specialties having regard to the profile of the educational institution or the available higher-education teaching personnel potential but not to the needs of the region in the specialists in public administration.

Overall analysis of higher educational institutions activity show that the most popular training form is the part-time form of study according to state order, it accounts for 64 % of the total number of graduates. Full-time training form according to state order is 15 %, full-time training form on contract basis is 7.7 %, and part-time training form on a contract basis is 12.5 %.

Thus, there is quite low amount of students who are studying full-time. In such situation it is quite difficult to create full study groups on relevant specializations and provide the appropriate professors staff of Magister program.

Among 28 higher education institutions licensed by the Ministry of Education, Youth and Sports of Ukraine for accomplishing the training on the Master of «Civil Service» can be traced clear leaders in the number of trained specialists (fig. 2).

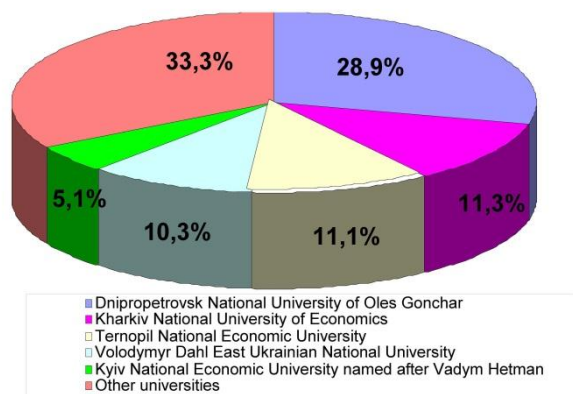


Figure 2. Distribution of trained professionals in higher education

According to the information provided by National agency of Ukraine on civil service the most powerful university training Masters' on «Civil Service» is Dnipropetrovsk National University named after Oles Gonchar, the total amount of graduated Masters is 4 327 individuals that is 28.9 % of total amount of all graduated specialists on «Civil Service» for the whole period of this Master program existence. Kharkiv National University of Economy prepared 1 710 persons that is 11.3 % of the total amount of graduated Masters on «Civil Service». Ternopil National Economic University prepared 1,680 specialists that is 11.1 %. Volodymyr Dahl East Ukrainian National University prepared 1,560 persons that is 10.3 %. Kyiv National

Economic University named after Vadym Hetman – 786 (5.1 %) persons in Masters «Civil Service». In this regard the percentage share of 5 abovementioned universities is considerable – 66.7 % in terms of training the specialists for public authorities and local self-government bodies. The rest of 23 higher education institutions prepared 5 017 professionals during reporting period that is 33.3 % of the total amount [2]. During an academic year 2011/2012, 697 lecturers who have a degree such as Doctors of Public Management – 51, Doctors of other spheres – 138, Ph.D. in Public Management – 92, PhDs in different spheres – 416 were involved into master training of civil servants and local self-governments officials (fig. 3).

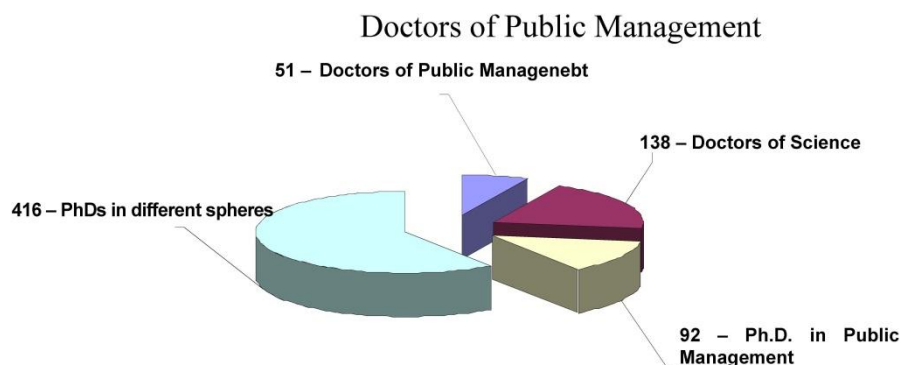


Figure 3. Total number of lecturers with academic degrees that train Masters degree in «Civil Service»

Besides, 64 public authorities and local self-governments of federal, regional and local levels are involved into master educating.

But unfortunately there are unfortunate experiences when some higher education institutions don't have the lecturers of DCs degree or Ph.Ds in Public Administration. As a rule, in some higher education institutions the intensity of lecture reading fall on senior teachers without any science degree. However, the DCs of Science and Ph.Ds in Public Management provide consultations on how to prepare Master's research papers and are also involved into control activities (credits, examinations). Such course scheduling between the academic staff doesn't guarantee an appropriate level of teaching the Masters of Civil Service.

According to the information provided by the National agency of Ukraine on civil service as of the end of 2011 for a number of reasons 34 graduates of full-time form of education were unemployed and 58 graduates of part-time form of education were dismissed from civil service and local self-government [2].

According to the information provided by higher education institutions there are only 11 % of the occasions when specialists in Civil Service get a promotion after graduating. According to the trilateral agreements the specialist graduate study based on state order the responsibility of the directing part is to provide graduates with the job position which is not below the fourth rank (category). In addition graduates can stay on the same position as they got being in personnel reserve in accordance with the referral contract or, as an exception, the one that in not below the position he had before employment and that is equal in job compensation or in type of business. And also the graduate has to be provided with the possibility to use the prerogative right for vacant post occupation or non-competitive job promotion or probation and his assignment to the Presidential Cadre Reserve on the post from first to fourth rank (category).

Therefore, it is necessary to arrange measures on national level for following improvement of Master «Civil service» trainings in the discipline of «Public Management» that will help faster improvement of civil service of Ukraine, its approaching to the standards of the European Union [4].

At the same time the topic of establishment of the permanent education complex (cycle) for civil servants

and local self-government officials that has to guarantee a qualitative professional competence upgrading becomes of the priority value. In this regard the attention should be paid to the improvement of civil servants training methods, i.e. the complex techniques, operations and ways of theoretical and practical knowledge. As the majority of national explorers point out the importance of on-the-job training grows in civil service in the context of professional activity. There can be the following types of training:

- copying – an employee is «attached» to a specialist and is trained by copying his actions;
- coaching – the classes of the manager with the stuff during everyday work, his help and advice assistance;
- instructing – explaining, displaying of the work directly in the workplace, which are focused on the learning of specific activities or procedures that belong to the professional duties;
- delegation – the delivery of absolutely limited amount of tasks with decision-making right on discussing the range of issues;
- «complicate a task» method – a specific program of working operations that is formed in terms of their importance, the task expansion and their complexity growing;
- rotation – when the employee is transferred to a new job or position to get the additional job skills and to gain the experience for a period of several days to several months; the usage of training methods, directions of how to work on specific workplace.

The most common methods of the civil servant off-the-job training are:

- business games – the case study analyzing during which the participants of the game get the roles in business game situation and review the results of made decisions;
- case studies – real or invented managerial situation with questions for analysis;
- simulation – play real working conditions;
- sensitivity training – teaching method that makes the audience participate in the group in order to enhance individual perception and improve the skills of interaction with other people (occupation by this method of training conducted with practical psychologist, consultant);
- lecture – instructor monologue, during which the audience perceives the material at the hearing;

independent learning – the employee chooses the pace of learning, the number of repetitions; role playing games (modeling role behavior) – employee puts himself in the place of another employee in order to obtain practical experience and receives validation their behavior (for example through video).

Conclusions. Necessity to reform the current system of vocational training for state and local governments due to the new challenges identified in Strategy of the State Personnel Policy for 2012-2020, approved by the President of Ukraine V. Yanukovich on February 1, 2012 № 45, the National Action Plan on 2012 to implement the program of economic reforms and need to implementation the new version the law of Ukraine «On civil service» and implement reform the training of the civil servants, local government officials and local councilors, approved by the Cabinet Ministers of Ukraine, dated 28 November 2011, № 1198-p.

However, the existing regulatory system of training civil servants and local self-government officials requires improvement and alignment of the current needs and priorities of the new legislation on education, development of civil service and local self-government. It requires a clear definition the legal status of workers and staff regional centers of excellence, as

well as the functioning graduate specialty «Public Administration».

At the same time there is a reasonable issue on providing continuous training of civil servants and local self-government official, and also introducing new and innovative approaches to the educational process, in particular:

- educational and methodical informational support of sectoral reforms;
- new legislation on civil service and anti-corruption laws;
- provision of administrative services;
- modern tools of management by local economic development;
- the use of innovative approaches to training;
- access to public information;
- resolving problematic issues improving the process of training.

The leading role in this process should be played by the National Agency of Ukraine on Civil Service and the National Academy of Public Administration under the President of Ukraine, that should ensure the creation of necessary conditions for the reform and development of the national system of training for civil servants and local self-government officials.

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ТОЛКОВАНОВ В'ячеслав Вікторович – Голова Національного агентства України з питань державної служби, кандидат юридичних наук, доктор публічного права (Франція).

Коло наукових інтересів: пріоритетні напрями реалізації державної політики щодо вдосконалення якості адміністративних (публічних) послуг.