Civil Servant’s Training System according to EU Requirements

The scales and complexity of objectives on the present stage of development of Ukraine, completion of the administrative reform implementation, which is one of the determining factors of the country’s integration in the European Union, preparation for the following political system reforming initiated by the President of Ukraine L. Kuchma, require the accelerated creation and administrative elite updating, involving energetic vigorous, competent and initiative staff of a new generation to system of public administration and local self-government system at all levels.

The public servants, in the majority have a rather high general educational level, but it is not enough. The education is far from desirable level and requires the significant approach and practical improvement, filling by knowledge on new disciplines or determined subjects of courses. That will enable the public servants to achieve that level of professionalism which is matches for the nowadays requirements. It is impossible to carry out administrative activity effectively without knowledge of disciplines, which study the contents and nature of the public relations, principles and methods of their regulation, behavior and psychology of the people. This problem becomes aggravated because of the age structure of the public servants. 40 % of the chiefs have the work experience more than 15 years; about half of managing personnel is at the pension or pre-pension age. The lack of the professionally prepared staff will interfere our society to come out from a crisis status in future.

Professional training of the public servants is considered as one of the prior objectives, without which solving it is impossible to ensure public administration efficiency, to make integration of Ukraine to community of the advanced European states [1].

National academy of public administration, office of the President of Ukraine, In-service training Institute of the managing staff, regional institutes and regional in-service training centers are base institutions on in-service training.

In the system of work with the staff the crucial tasks are set for the regional in-service training centers of the public servants, chiefs of the state enterprises, establishments and organizations. Here from the ordinary employees of village councils (for example, bookkeepers) up to the chiefs of the enterprises, establishments and organizations, employees of regional, urban link and experts of the executive authority of a regional level get in-service training. In each area there are some thousand public servants, employees of local self-government bodies and chiefs, who carry out the important state functions. They directly work with the population and, unfortunately, frequently very often they are deprived opportunities of access to the modern information communications. Training for them at the center under present conditions is practically unique source of getting modern knowledge, good opportunity to find the answer to urgent questions, which arise in practical work with the people.

So, the system of continuous education and improvements of in-service training for the public servants of different categories and posts which can take into account modern socio economic, legal and political conditions is necessary today.

My article deals with some of important issues, in particular:

• Benefits from integration of Ukraine to the EU
1. Benefits from integration of Ukraine to the EU
For Ukraine to have membership in the European Union is the strategic purpose of state policy. It was certified in inauguration speech of the President of Ukraine.

The acceleration of integration in Europe will serve an additional impact for political and economic reforms and increase of a level of safety of the country. Today countries are integrated to preserve peace and assure economic prosperity.

Joining of Ukraine to the EU will bring, first of all, political authority of the state on the international arena, opportunity to appear in a zone of the all-European safety and to be at the centre of events, to be the integral part of progressive policy so to be in common information space. It deals also with an opportunity of use of advantages of the international cooperation and specialization.

The creation of a zone of free trade with the European Union, joining of Ukraine into World organization of trade will be able to modernize national economy, to raise efficiency of use of resources, to generate modern sectors of manufacture and trade, to expand the markets of the Ukrainian goods and services selling. It will promote to get additional investments, create new workplaces, and introduce progressive scientific elaboration and technologies.

For today the European Union plays a significant role in maintenance of stability and safety of the European continent. Process of expansion and reforming of the EU should be considered not only as expansion of borders of „the common market”, but also as the active factor of creation of new European „architecture” of safety, which has complex and interconnected character and different directions - military, political, and economic.

As the real participant of construction of incorporated Europe, and in the future the member of the European Union, Ukraine can influence on the appropriate decisions adoption and, thus, on processes, which occur on the European continent. Being out Ukraine will not have neither economic, nor political resources for such influence and can turn faster on a weak object, than an active subject of the European policy [2].

The social benefits of integration consist of increase of a standard of living and well-being, close to the high European standards of personal safety, education, public health services, quality of the information, ecology, free movement of work.

In cultural and civilization aspect the European integration becomes joining to common family of the European people, returning to the European political and cultural traditions. Public choice prospect of the European integration is powerful (even decisive) stimulus for success of economic and political transformation, which can become the basis of national consolidation. The European integration becomes a key part of recognition of Ukraine by the world.

2. Problems of the civil servants preparation on the European issues: some lessons of experience of the countries of the European Union
For the first time integration of Ukraine into the EU is determined as the strategic purpose of the Government [3]. So, the prime task of Government concerning realization of the European policy is „to build” the European vector in the daily actions and to organize activity of all bodies of the executive state authority so that it is...
considered and is being built only through a prism of the European integration. Taking it into account, personal role and responsibility of the civil servants considerably raises. They are conductors of state policy and should be responsible for the transformations, which are carried out in each direction. These transformations should correspond to the all-European rate of the state.

Today many civil servants should speak for the interests of the state on the European arena. They deal with the European establishments, European norms and standards. Their implementation they should provide according to the Agreement on partnership and cooperation between Ukraine and the EU. Such growing influence of the European integration on the Ukrainian bodies of authority requires special preparation of the Ukrainian civil servants on the European issues and their constant informing on new processes, which occur in Europe. If we want harmoniously join the European structures and to occupy there worthy place, it is necessary today to think of development and realization of nation-wide policy of preparation of the experts for doing work on the European field.

As experience of the countries, which have come or are on ways of joining the EU shows, the main difficulty, which almost all of them faced, was a low level of knowledge of the European right and European establishments, absence in structures of the ministries and departments of the experts, that would have the sufficient professional and language preparation necessary for qualified activity at the European level. It is possible to be convinced, that those countries, which before hand began preparation for integration in the EU, united structural changes with the appropriate training, and, thus, overcame quickly the adaptation period, they began rather effectively to influence on the results of negotiation and policy of the European Union [4]. Those countries, which because of the lack of knowledge and experience, were not able to react operatively, with extreme difficulties and not always could in time execute necessary tasks, which broke their integration process for a long time.

The countries of the European Union, that want effectively and harmoniously to develop processes of the European integration, introduce the numerous initiatives concerning training of personnel both for work in the European establishments, and in the national bodies of administration, which cooperate with structures of the EU.

An experience of improvement of professional skills of the officials in Germany can be useful For Ukraine. The positive features are:

• dependence career growth on results of improvement of professional skills;
• a professional - practical orientation of training;
• development of skills to work in conditions of changes;
• improvement of professional skills, which is legislatively determined as a duty of the officials, but is not compulsory and is carried out in connection with requirement, which defines worker with the chief;
• a continuity of system of improvement of professional skills.

Curses of short-term in-service training, which are offered to the civil servants in Germany, and also in other advanced countries, compensate gaps of previous base training.

Each of the countries of the EU has its own features in organization of similar preparation. They are caused both difference in systems of education, and influence on it of common national culture, traditions, geographical situation of the country etc [5]. Deeper study of these national features will be used for development in Ukraine its own system of preparation and improvement of professional skills of the civil servants on the European integration issues.

3. The European experience of the teachers’ preparation for civil servants training
Training of the civil servants, who have maximum education and experience of work; can be done only by highly qualified and skilled experts. The main figure during the training is the teacher with his/her skilled level, erudition, skilled acts. The general reason of absence of success at the teachers is the lack of information with specificity of training of the adults, and consequently, inability to understand the trainees. Therefore at selection of the teachers, except for the experience of pedagogical job, presence of a scientific degree and scientific rank, scientific works etc., it is necessary to take into account his/her experience of practical job with an adult audience. Flexibility concerning introduction of modern educational technologies with the purpose of improvement of system of the professional standards and norms is required from the teachers’ staff. It is clear, that in conditions of radical changes and necessity of fast reaction on the requirements of a modern society, the teacher should develop such attitude to the purposes of education, which is caused by the „new” requirements to training, namely:

- To carry out crucially tasks and freedom of a choice as for goals of lessons, ways of achievement, forms of performance alternative approaches, orientation on improvements and development of thinking;
- During each lesson trainees should accept active and conscious participation in various search, modeling of situations, role games, experiments etc;
- Trainees should cooperate with others, show respect for sights others, create in group an atmosphere of responsible and open interaction in a group, take possession of art of the communications, constructive dialogue, creation of ideas and belief concerning acceptance of essential the decisions, formation of own independent point of view, habits of leadership;
- To develop reflexive ability concerning revealing and realizing ways of activity, expediency, advantages and lacks of receptions and methods in this or that situation;
- Creative productivity concerning educational subjects, methodology of activity, morals, spiritual increase and service to a society.

The professional training of the administrative staff in the Academy requires constant optimization of educational process for maintenance of quality of training, in particular, by improvement of professional skills of the scientific - pedagogical workers of the Academy. The long-term program of preparation of the teachers requires development and embodiment of those who work in sphere of in-service training as a whole and in-service training of the civil servants in particular [6].

The partnership assistance on this problem to the Academy and its regional institutes was given within the framework of the programs of the countries of Europe of the program TACIS (1993-1996 years) and program TRANSFORM (1995-1998 years). Due to these programs government of France, Great Britain, Spain and Germany made a significant payment contribution of partnership support of democratic and economic reforming process in the countries of central and East Europe, in particular in Ukraine.

The purpose of cooperation of the Academy within the framework of the programs TACIS and TRANSFORM was integration of the European experience in „Teachers training” by realization of purposeful seminars, consultations and conferences both in Ukraine, and in the countries of Europe.

The project of the program TACIS - Technical help of the European Union to the countries of CIS – „Reform and development of public administration in Ukraine” was mostly directed on cooperation with Institute of in-service training of the staff of the Academy and Centers of in-service training for the civil servants. Eight textbooks (in translation from English) of training course of the United Kingdom, which were used for training of the teachers of the regional centers, generalize world experience on increase of teaching skill in improvement of training of the adults.
It was determined by western experts, that the pedagogical training of the adults has not enough knowledge in transition from the theory to practice and in issues of management by training.

Within the framework of the program TRANSFORM the German partners - Ministry of Internal Businesses of Germany, Educational-social department (BISOWE), Academy of Association of the German civil servants and Representation of Fund Dr. Hans Zadel in Ukraine, in cooperation with National Academy of Public Administration, Office of the President of Ukraine, came to definition of directions of the project. They are:

- Seminars on pedagogical qualification „Teachers Training”;
- Multi-program „Teachers Training”;
- Creation of didactics centre for long-term support of the teachers.

According to these directions two projects were created: „Teachers Training”; (“Train the trainers”) and „Didactics centre”.

The main objective of the project „Teachers Training” is to increase a professional level of the teachers of system of preparation and in-service training of the civil servants with the purpose of preparation them to training management.

The German experts spent educational seminars (more than 60 seminars) at the course of the German teacher and the expert of didactics doctor Rolf Mayer „Successful realization of seminars”. They were conducted in the methodically various forms with the educational reports, discussions, exercises, independent work, work in pairs, real examples, role games, video recordings and their estimation. The participants of seminars got acquainted with foreign experience of taking into account conditions at planning training, motivation of the participants of training skills to put the educational purpose, bases of didactics, organization of training (effective usage of teaching methods and means of training), experience of the optimum control of the educational purposes and evaluation of educational measures, rules of behavior of the teacher. The seminars by Video of trainings with presentation of test tasks prepared by the participants of seminars finished the seminars. Strong and weak parties in teaching behavior were marked there.

Experience of pedagogical management in educational establishments of Germany for preparation of the government officials (the participants of seminars had an opportunity to visit) gave a possibility to affect frame planning and to establish a ratio of a lecture material to the active forms of training as 10 % up to 90 %, that requires to conduct training in small groups and favourably influences an quality of training.

The participants of seminars „Teachers Training” which was mentioned above were considered as the potential animators. The definition of the future animators was supposed during video trainings. The practice teaching by a German expert and elected animators (Ukrainian teachers) was fulfilled at seminars. The project supposed the further independent implementation of seminars „Teachers Training”.

The project „Didactics centre” became the logic completion in the assistance to the teachers of the Academy, it was as an accompanying element in strengthening educational success. Under the project the equipment on more than 100 thousand dollars (computers, printers, scanner, copy and devices, video equipment for shootings and installation of educational video-films) was acquired. For the workers of the centre the educational seminars (about 20) on qualitative creation of educational materials, including creations of educational video films were given. The methodical manuals, made by the centre, (26 copies) at an educational course of the doctor Rolf Mayer „Successful realization of seminars” (translation with German) are accessible to all teachers of system of in service training of the civil servants.

The experience acquired by the teachers of the Academy during realization of the projects within the framework of the program TRANSFORM, assists to maintenance of an appropriate professional level of skills as
compound improvement of system of in-service training of the scientific - pedagogical workers of National academy of public administration, office of the President of Ukraine.

4. Implementation of principles of in-service training of the civil servants under the conditions of the European integration of Ukraine

The preparation and in-service of the civil servants is carried out on base principles of a civil service and general pedagogical principles of training. Their essence is determined by modern processes of development of Ukraine, its integration to the European Union.

According to the Article 38 of the Constitution of Ukraine the citizens have equal right of access to a civil service, and to a service in bodies of local self-government [7]. This rule predetermines a principle of availability and equality of conditions of educational-qualifying self-realization of the citizens. The mechanism of its realization is stipulated by the laws of Ukraine „On civil service“, „On service in bodies of local self-government“, „On high education“, decrees of the President of Ukraine, decisions of the Cabinet of the Ministers of Ukraine.

The principles of compulsion, continuity of professional training take their roots in base principle of a civil service - professionalism - during all period of work of each civil servant in a civil service.

The civil servants can constantly raise the political, economic, social, psychological and pedagogical, administrative competence; expand knowledge of moral - ethical norms of administrative activity. The necessity of all-round knowledge of a public manager, an employee of a body of local self-government caused by, that he/she acts not in a role of the narrow expert of the certain group, he/she is the representative, official of organization, that works with the people and only through them solves economic, industrial, social and other problems [8].

The important organizational basis of their realization is planning of training. It is based on the regular analysis of structure of the civil servants and study of needs of bodies of state authority and their personnel in training and provides:

• development, coordination and statement of the plans - of in-service training by the orders of the head of regional state administration and regional council;
• development for each professional group of the civil servants the training-thematic plans, professional programs of improvement of in-service training;
• planning of educational process and drawing up of the schedule classes for each educational group of the trainees.

Thus it is necessary to create conditions for getting by the civil servants of new levels of training preparation and regular professional improvement [9]. Taking into account the European experience, where study of needs is the integral element of training of the personnel, the mechanism of its realization in the system of in-service training of the administrative staff of Ukraine is improved.

The principles of centralization and decentralization are closely connected with compulsion and planning of training. The centralized approach dominates in modern conditions in Ukraine for the objective reasons. However, the European experience testifies to expediency of wider use of the decentralized approach in training.

The efficiency of in-service training of the civil servants in the certain measure depends on the differentiation approach to training. It is necessary to take into account a target direction, duties of the civil servants of different official levels, experience of administrative activity, motivation to training etc [10]. In this context an introduction in practice of principles and approaches to delimitation of in-service training of the staff of different administrative levels is urgent. The educational programs differ on sense, forms and methods of training. The civil servants are people with the certain vital and professional experience, knowledge, with own believes and estimation of the phenomena of public life, personal opinion about training and with experience of training. They want to
study, to deepen, to fill up and to update knowledge, which necessary for them in real life and at performance of the appropriate tasks in a state body or establishment. The trainees of system of in service training are aimed at training, understand its purpose, want more rationally to use the time. At the same time they are more requiring to the teachers; expect from them not only deep, concentrated theoretical conclusions, rules, and analysis of real life proved recommendations for practice.

In the Centre of in-service training of the staff opportunities for conducting the thematic group or individual consultations on urgent questions both in audiences, and under the arrangement with the chiefs of management, structural divisions of regional state administration, regional council are used.

In conditions of building of the independent state, new stage of transformation processes in the country, stirring up of European integration policy of Ukraine the maintenance of a state building essence of training is urgent. With this purpose the Government of Ukraine adopted the State program of preparation, in-service training of the experts in sphere of European and Euro-Atlantic integration of Ukraine for 2004-2007 years [11].

The realization of the contents of training should be carried out on principles of a system and sequence, maintenance of outstripping character of training, its connection with life. It provides the account of a condition and forecasts of socio economic, political, cultural development of the state, development of a world civilization, study of organizations, policy, legal base of the European Union.

For performance of the State program of preparation, training of the experts in sphere of European and Euro-Atlantic integration of Ukraine in 2004-2007 years in the plan of in-service training of the staff of the Dnipropetrovsk region the realization of special courses, short-term seminars on themes: „Socio-economic and humanitarian policy of the European Union”, „Urgent issues of cooperation of Ukraine and European Union”, „Task of local executive authority, local self-government on realization of state policy of Ukraine to the European Union”, „The theory and history of the European integration”, „Public administration and civil service in the European Union” have been put. The program of a constantly working seminar on the topic: „European and Euro-Atlantic integration of Ukraine” for the civil servants and officials of local self-government has been developed. Under the results training the trainees should be able to define and to analyze the main directions of the European integration; to demonstrate knowledge on activity of the basic institutes of the EU and NATO; to have knowledge on the basic directions of organizational, financial, legal and information maintenance of integration process of Ukraine; to demonstrate critical understanding of problems, contents and mechanisms of European and Euro-Atlantic integration, variants of cooperation of Ukraine with institutes of the EU and NATO.

The efficiency of realization of the educational plans and programs depends on creative character of educational process. One of the important factors for achievement it is the observance of a principle association of the various forms, methods and means of training. In educational process of the In-service training centre such forms of classes, as a lecture, a seminar, a thematic meeting, „a round table”, exchange of experience, group work, out practical classes, consultations are used.

The attention and observance should be given to such principles of didactics are given, as humanistic orientation of training, which is directed on maintenance and development of intellectual and moral potential of the civil servants, all-round democratization of educational process.

Scientific nature deals, first of all, with introduction in educational process modern scientific researches, advanced domestic and world technologies of realization of the contents training.

**Conclusions**

- The integration of Ukraine in the European Union requires improvement of system of in-service training of the civil servants who are capable in conditions of information and globalization of social transformations in
many spheres of human activity operatively and qualitative to solve complex problems of vital activity of our population;

- The current system of in-service training of the civil servants under the contents meets the basic European standards and has the unused reserves for its improvement in aspect of the pragmatic approach to formation of the important qualities of the modern public manager;

- Gradually it is necessary to pass away from understanding of problems of the EU not as diplomatic, but as daily routine, which will be close to almost all civil servants both in the ministries, and in other state structures and organizations. Each civil servant should understand importance of consequences of the European integration and possible membership of Ukraine in the EU, study and use effectively foreign experience on public administration, civil service, professional training of the civil servants, and experience of preparation to joining the European Union of the countries – candidates.

Therefore in the long term strategic purpose of policy of training should become a principle: each civil servant of Ukraine should study bases of the European integration.

References
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