

HUMANIZATION OF THE EDUCATIONAL PROCESS OF PROFESSIONAL TRAINING OF CIVIL SERVANTS AS A METHODOLOGICAL BASIS FOR IMPROVING THE HUMAN RESOURCES POTENTIAL OF THE CIVIL SERVICE OF UKRAINE AND THE EU EXPERIENCE

^aOLENA KRYVTSOVA, ^bHANNA PANCHENKO, ^cLESYA SYMONENKO, ^dVALENTYNA YAKOBCHUK, ^eNATALIIA SOROKINA, ^fVASIL CHERNYSH

^{a,b}*Odessa Regional Institute for Public Administration of the National Academy for Public Administration under the President of Ukraine, 22, Henuezka Str., 65009, Odesa, Ukraine*

^{c,d}*Polissia National University, 7, Old Blvd., 10002, Zhytomyr, Ukraine*

^{e,f}*Institute of Public Administration of the Dnipro University of Technology, 29, Gogol Str., 49044, Dnipro, Ukraine*

email: ^a*Lnpanyy21@yahoo.com*, ^b*annapaalex14@gmail.com*,

^c*lesia.simonenkoo@gmail.com*,

^d*valentyina.iakobchuk@gmail.com*,

^e*Sorokiina.dridu@gmail.com*,

^f*dniprodepartment1407@gmail.com*

Abstract: Fierce competition between countries has led to the fact that the competence of the civil service, capable of solving complex issues quickly and in a new way, has come to the fore and directly affects the competitiveness of a particular state in the international arena. That is, the professionalization of the civil service should help to minimize apathy, congestion and low executive discipline of civil servants and be able to attract the most competent personnel who understand their tasks, who are able to think strategically, form and lead teams, introduce innovations and ensure results. Modernization of professional training of civil servants in Ukraine based on the best practices of European countries within the framework of the humanistic paradigm will allow solving the issue of legal regulation of the civil service, creating a holistic approach to personnel policy, developing a mechanism for attracting, retaining, and developing human resources, creating motivation mechanisms, evaluating activities and will entail minimization of corruption-related risks through the introduction of ethical codes. At the same time, today Ukraine has a unique chance to create a model based on the experience and mistakes of other countries.

Keywords: Civil servants, Education, Ethics, Public administration, Skills.

1 Introduction

The exit of the Ukrainian society from the crisis, the development of the advanced achievements of the world community are impossible without a qualitative increase in the professional level of public administration personnel. There is a need to develop conceptually new approaches to the system of professional training of civil servants. The country needs approaches that overcome the fragmentation of individual, personal and subject-activity development, ensuring the organization and optimization of this process, in which a steady interest is achieved and the subject's abilities for self-knowledge, self-development, and self-realization are formed in the process of professional development.

Over the past century, the system of state administration of Ukrainian society has undergone multiple and rather radical transformations, which has led to a number of consequences, some of which can be considered negative. To date, a largely unsatisfactory professional, activity, and social environment has developed in the public service system; there is a decrease in the quality of the staff and staff potential, which forms in public opinion, on the one hand, a negative image of civil servants and public service, and on the other, a selfish motivation to enter the civil service [10]. The possibility of eliminating the noted negative features of the modern civil service is seen in the development of a model of professional and personal development of a civil servant and the subsequent introduction of areas of technologization of advanced training.

It should be noted that the Center for Adaptation of Civil Service to the Standards of the European Union, in pursuance of the provisions of the Concept of the National Program for the Adaptation of Ukrainian Legislation to EU Legislation, approved by the Law of Ukraine dated November 21, 2002, No. 228-IV, is working on the preparation of regulatory legal acts, including the draft Law of Ukraine "On Civil Service" in the new edition. Article 22 of the law determines that the general requirements regarding education, professional qualifications and experience

of persons who apply for positions in the civil service of the corresponding category are as follows: for categories 1-2 – complete higher education (availability of qualifications at the educational qualification level of a master or a specialist), fluency in one of the official languages of the Council of Europe and work experience of at least 10 years, including at least 5 years in leadership and civil service positions; for 3-4 categories – complete higher education, etc.

However, to date, more than six years after the entry into force of the Law of Ukraine "On Civil Service", the National Agency of Ukraine for Civil Service (NAPS) has failed to substantiate and implement in the field of civil service the professional standards provided for by national legislation. This uncertainty makes it unpredictable and useless for the NAPS to form and implement effective public service policies, since it makes it impossible to define the content of vocational training in accordance with professional standards.

The lack of professional standards introduces elements of subjectivity in the procedure for holding competitions for the civil service when it comes to the mandatory assessment of the level of professional competence of candidates for vacant positions [1, 2-4, 12]. Under such conditions, the risks of protectionism and abuse in recruiting for the civil service increase. The way is open to recruitment into the civil service in accordance with personal loyalty. As a result, people without relevant knowledge, without the necessary skills and abilities, who do not always have the necessary and relevant work experience, are appointed to responsible government positions.

Since May 2015, it has been established that it is mandatory to hold a competition for a civil service position to ensure equal access to it. But Ukraine turned out to be the only country in Europe that, during the period of quarantine under the conditions of the COVID-19 pandemic, by law temporarily canceled the competition for the vacant civil service position. Almost 20 thousand people (approximately 10% of the total number of civil servants) were admitted to civil service without competitive selection.

Meanwhile, modeling the process of developing the professional and personal potential of civil servants in the process of advanced training is based, first of all, on the features of the entire system of continuous professional education of civil servants identified:

- Completion of the period of organizational and institutional formation of state power and the acquisition of the features of a highly dynamic self-developing open system;
- The need to pursue a policy of modernization of labor resources in public authorities, systematic and methodical formation of a personnel reserve for public service, corresponding to the level of state problems to be solved;
- The transition from politicization to professionalization in state and municipal administration, the creation of a team of professionals who own the mechanisms, techniques, and technologies of managing society in new socio-economic conditions based on a variety of forms of ownership, the mechanism for taking into account the interests of the state, business structures, corporate groups, the population, and individuals [16, 17, 19, 21];
- The priority of law, legislation in the actions of state bodies, the formation of a new legal culture;
- The process of changing and improving political reality;
- The need to create a qualitatively new executive and legislative branch in order to form a civil society [7, 22];
- The formation of innovative management with the transition to new management technologies, effective management functions in an aggressive social environment, uncertainty of the situation, conflict and confrontation.

Taking into account these features of the entire system of continuous professional education of civil servants, the development of the professional and personal potential of civil servants in the process of advanced training, apparently, should be built in such a way that it forms in the public servant the need for a systematic rethinking of his professional and personal potential, and on the other hand, the need for its further development. In this regard, the student of the courses becomes an active subject, and not just an object of educational activity.

Thus, the orientation in training towards the tasks of the holistic development of the personality of a professional determines the need to abandon the traditional training model and adapt to the goals of adult learning, the models of developmental training available in modern practice. In our opinion, one of these models can be a personality-oriented one [24-26]. Unlike the traditional model, the personality-oriented model assumes a holistic view of the student as a person – harmony of mind, soul and heart. Here, the focus is on the needs, personal experience, and the level of actual development of the student's personality and the construction of the educational process in the zone of his immediate self-development, i.e., determination of the individual trajectory of continuous self-education of a civil servant [30-34]. The main result will be the development of universal professional and personal abilities of a civil servant, and, first of all, creative, reflective, communicative, thinking. In turn, this is possible within the framework of the model of humanization of the educational process in the professional training of civil servants. In this context, it seems appropriate to study the experience of the EU countries that have passed a long way of establishing the civil service [35-38]. The closest countries for Ukraine in terms of training civil servants are namely the EU countries, due to the proximity of their location and deep historical and cultural ties.

A high level of moral and legal culture of civil servants is an attribute of a civilized democratic state. One of the forms of legal education is a system of retraining and advanced training of civil servants with an emphasis on the anti-corruption component [43-48]. The main principle of training civil servants, which should be realized in Ukraine, is the inextricable link between career growth and training, the continuity of professional development.

The purpose and meaning of education today is a person capable of self-learning and self-realization. Modernization of the educational system for civil servants implies that modern society needs educated, moral, enterprising people who can independently make decisions, predicting their possible consequences, are mobile, capable of cooperation, have a sense of responsibility for the fate of the country, its socio-economic prosperity [51-55].

From these positions, the main goals of vocational education for public servants are the training of qualified specialists of the appropriate level and profile, competitive in the labor market, fluent in their profession and oriented in related fields of activity, capable of effective work in their specialty at the level of world standards, ready for constant professional growth, social and professional mobility [57-60]. At the same time, one of the main conditions for effective education is a humanistic approach. It is only in a humanistic educational system that conditions can be created for the formation of a personality capable of self-realization and self-development.

The humanization of the education of civil servants stands out from the general number of global processes. It is aimed at developing the skills and abilities that are necessary both for the professional growth of future specialists and for life mobility and flexibility, the formation of the ability for self-improvement and self-study, as well as national identity and tolerance, obtaining fundamental knowledge in disciplines not only of the professional cycle, but also humanitarian.

2 Materials and Methods

The research methodology is a comparative analysis of foreign experience in professional development of civil servants, primarily the goals and audience of listeners, forms and methods of advanced training, advanced training programs, organizations that provide advanced training. EU experience in organizing the professional development of civil servants, as a rule, is based on the interaction of state bodies with educational institutions (universities, colleges, schools).

The theoretical and methodological basis of the study is the dialectics of social development, the provisions on the educational activities of a civil servant as the basis of the social and professional development of a person, a systematic approach and comparative analysis [61-63]. The following research methods were also used: theoretical and methodological analysis, generalization and interpretation of scientific data.

3 Results and Discussion

The development of the professional and creative potential of civil servants is one of the priorities of the state personnel policy of the EU countries. Personnel policy should be understood as the general course of the state on the formation of requirements, selection, professional training of civil servants, as well as the prospects for the development of civil service in general [64, 65]. The successful implementation of economic and social reforms in the state directly depends on the personnel potential of civil service structures.

In many European countries, special training programs for civil service have been created that correspond to a single standard and is called Master of Public Administration. At the same time, despite a similar policy of training and retraining of civil servants in different EU countries, there are significant differences. Thus, the state policy of training and retraining of civil servants is influenced by a number of factors, in particular: the size of the state territory (in some countries, due to their small territory, the vocational training system is less diversified), the level of well-being of the population, etc. [13, 42].

In the EU countries, vocational training for civil servants is carried out either through existing educational institutions in special courses, or in specialized educational institutions created specifically to implement the EU policy in the field of public administration. In many European countries, the main educational institution for training civil servants (and in some cases for recruiting) is the national school, institute or college of public administration [49, 50]. Examples of such institutions are the College of Civil Service in the UK, ENA, CNFPT (Provides Regional Training for Government Officials) in France, Danish College of Governance (DSPA) in Denmark, Institute of Public Administration (IPA) in Ireland.

The progressive experience of the EU countries indicates that the effective organization of the civil service is the key to the successful implementation of public policy, since the civil service is a way to implement the functions of the welfare state by combining personal, group, and state interests [15]. Modern states that have achieved a high level of economic development and social security and at the same time respect democratic standards, guarantees and human rights, could not ensure the achievement of these goals without the consistent and effective development of a professional civil service.

The concept of professional development of civil servants, especially within the framework of the paradigm of humanization, is usually considered broader than the concept of professional development, since the latter is often an integral part of professional development [66]. In practice, the difference between these concepts is usually conditional: both advanced training and professional development are aimed at achieving the same goal – to promote better performance of duties by civil servants.

In world practice, there are two main models of public service – Anglo-Saxon (USA and Great Britain) and continental (France). In the countries of Eastern Europe, the training of civil servants can be conditionally divided into groups with training in different priority blocks of disciplines. So, in Latvia, Slovakia, Bulgaria, economic disciplines and management courses dominate. Training programs for civil servants in the Czech Republic, Poland, Romania, Slovenia have a legal focus. There are several public administration curricula in Poland, but in general, the program-based course “Administration” consists mainly of legal disciplines. The priority of social disciplines, sociology, social psychology is observed in the programs of Estonia and Lithuania.

The Nordic model countries, to which the Northern Europe countries belong, are traditionally characterized by similar approaches in matters of economics, politics, and governance. These approaches are expressed in the creation of a strong social support system, aimed at maintaining economic growth and strengthening social welfare. One of the characteristics of the Nordic model is the ability to maintain high rates of economic growth by combining openness to globalization processes and the application of socio-economic policies based on the principles of shared responsibility, mutual support, and effective interaction. Recognition of the effectiveness of this approach led to the active borrowing of the experience of public administration in Denmark, Finland, and Sweden in the development of the EU regulatory framework [41, 42, 56]. Therefore, studying the experience of Denmark, Sweden, and Finland in training civil servants and implementing educational programs in public administration is of particular interest.

Let us compare the humanistic values of European civil servants, instilled in them in the process of professional education, with the principles of the Ukrainian civil service. The first striking difference – for example, in Sweden they are talking about the values of employees, that is, specific persons, in Ukrainian law – about the principles of the service as a mechanism in which a person is only a ‘cog’. Secondly, among the “Swedish” values, freedom is mentioned twice, while in Ukraine it is obviously replaced by patriotism. Among the Ukrainian principles, there is virtue, which is interpreted as the protection of public interests, while among the values of Swedish civil servants there is “service” – first of all, to the interests of every citizen. In a word, even a rather progressive new law could not put a person at the center of the Ukrainian state ‘universe’.

The strategy of the Swedish Council for Basic Values is to implement values by working with new employees, basic education, explaining Swedish laws and regulations to all employees, introducing values into all regulations, training managers to moderate discussions at regular team meetings on the topic “How can we use basic values to improve our work?” and regular discussions of trust and honesty.

During such discussions, rather simple, but basic questions about bribery are raised - for example, are flowers a bribe if you love them very much? The answers to this question vary. Is it a bribe to have dinner with a healthcare company representative if you are purchasing vaccines at the state level? The answer is more obvious here than in the first question, since there is a conflict of interest. However, could flowers be the first step to gaining your favor and then inviting you to dinner? Such discussions, according to Christina Mettsson, director of the head office of the Agency for Health Protection, form a general attitude among people with different backgrounds and previous life experiences about the possibility of accepting a bribe and provide certain patterns of behavior in situations when government officials are offered a gift [20]. This preventive form of combating corruption presupposes communication, trust, and the ability to form one's own vision through discussion, and not in a coercive manner.

In addition to establishing rules of conduct, one of the main tasks of the Core Values Council is to analyze the risks of corruption and apply preventive measures. Thus, the Swedish National Council for Crime Prevention, in cooperation with Linnaeus University, identified 6 typical risk areas with the highest

probability of corruption: procurement and purchases; outgoing payments; incoming payments; criminal investigation; sensitive or strategic information; licenses and certification) [1, 7-9].

Risks can be most effectively overcome only when they are recognized by a government agency. Risk analysis should be periodic, systematic and cover all areas of activity. It is important to analyze new risks and gain experience in situations where risks have materialized. Thus, the Swedish National Audit Office has compiled a list of general measures to reduce corruption risks [6].

The experience of France is also of interest. The professional development of civil servants in France can be characterized as continuous professional development. It includes preparation for the first position of a civil servant and further training at all stages of his career. In France, there are about 70 administrative schools (excluding teacher training institutions and military schools) that provide various types of training for civil servants. For the civil service, the main one is the School of Public (State) Administration (fr. École nationale d'Administration). It is followed by polytechnic and engineering schools, five regional institutes of management located in the cities of Lille, Lyon, Metz, Nantes, and Bastia, as well as specialized administrative schools created to train civil service managers in areas such as taxes, customs, security, health care, etc. Regional institutes of management are engaged in the training of the bulk of the staff of the state administration, with the exception of high-ranking officials. At the territorial level, the main organization is the National Center of Territorial Civil Service (CNFPT). Under its leadership, several organizations, such as the National Institute of Territorial Studies (INET), conduct training in conjunction with the School of Public Administration. For civil servants in public hospitals, the primary school is the High School of Public Health (EHESP), which aims to educate senior and executive hospital leaders as well as public civil servants (health workers) [28, 29, 39, 40].

Administrative schools are engaged in retraining and advanced training, international cooperation, research work. They collaborate within the Le Réseau des écoles de service network of schools, an informal association of about 40 schools to share experiences to improve performance. Admission to the School of Public (State) Administration is carried out through two competitions. The first of them is for graduates of educational institutions who do not have experience, but who want to build a career as a leader; the second is intended for executives with at least five years of work experience. For leaders in the public or private sector, the School offers short courses on specific topics. It also offers fully personalized EU training courses for civil servants, elected officials, private sector managers, liberal professions and civil society representatives. Continuing education includes:

1. Seminar in the field of public sector management. It consists of three modules and is addressed to heads of central government, local government, and other public sector institutions. It is also open to executives of public companies and private organizations that work with the central government or local government agencies. Its goal is to provide an opportunity for decision-makers to deepen and expand their knowledge in the following areas: reform of public institutions and procedures, changes in the management of the public sector and its European environment, problems and prospects of decentralization.
2. Interdepartmental trainings. These are 13 one- or two-day sessions on the same topic, focused mainly on the modernization of public sector governance and governance issues within the EU. The programs are open to all leaders, including senior civil servants, whether they are early in their careers or are experienced workers, as well as to elected officials and leaders of non-governmental organizations, both in France and abroad. Courses are taught by experienced teachers; teaching methods are practice-based and include simulated situations and comparative approaches.

3. Career mobility. Study cycles in support of career mobility are offered by the School of Public Administration. They are intended for civil servants of ministries, heads of other government agencies. The school is responsible for training these civil servants, selected through an accelerated career path. Forty civil servants are enrolled in this training cycle each year and, as a result of a seven-month course, which help them change their positions; it also includes officers of the armed forces wishing to take a high position in the civil service, for example, to become the head or deputy prefect. Parliamentary staff in the French National Assembly and Senate and in the European Parliament can be also covered by these cycles.
4. Postgraduate training in the science of European integration (Postgraduate Course in European Studies). The School of Public Administration takes part in the training for obtaining graduate degrees on the basis of partnerships with other universities, vocational schools, etc., located both in France and in other European countries. The school also participates in the organization of training for master's degrees on request and in cooperation with foreign universities and institutes. In addition, the School conducts one-to-one training courses for French and foreign public and private institutions. They can be national, bilateral, or multilateral. The content and format are developed in cooperation with the requesting authority. Individual sessions and cycles (ranging from one day to two months) may include study visits and internships. They can be held both at the School and on the territory chosen by the client in Paris, in the province, or abroad [5].

It is important to note that in most countries one of the basic principles of training civil servants is continuous, life-long professional development. Individual development plans are drawn up for many positions. This allows government agencies to plan and conduct advanced training not only on existing topics, but also on specific ones that meet the needs of a particular department or branch. After completing additional training, some organizations arrange anonymous questionnaires to find out how the training met the needs of the civil servant and to what extent he considers it to be effective.

The transition to student-centered learning requires acmeological technologies that are not focused on the model of the "average" student, whose activity at the reproductive level is aimed at achieving the standards of knowledge, skills, and abilities offered to him [15, 23]. Acmeological technologies should: take into account the cognitive capabilities, interests of the trainees; create conditions in the classroom for the student's activity, during which he acts as a "subject"; use the reserves of intrinsic motivation for the active involvement of trainees in cognitive activities in the classroom, ensure the orientation of trainees to achieve personal success in educational and cognitive activities, taking into account the individual increase in knowledge [11, 14, 18, 27].

4 Conclusion

The effectiveness of the implementation of a personal-professional approach in the process of retraining of civil servants can be increased through the development and implementation of specific technologies for working with teachers who implement a personality-oriented approach in teaching, including psychological and acmeological training of a target orientation, ensuring the formation and development of professionally important qualities of a specialist

Undoubtedly, political will is needed to professionalize the civil service. But it is equally important to introduce such professionalization mechanisms that can not only minimize political influence on it, but also create a system of 'fuses' that can ensure the exclusion of incompetent persons from public service positions. Moreover, it is necessary to create mechanisms under which incompetent persons will not be able to stay in office for a long time and will be forced to leave government bodies. Institutional arrangements can be strong and effective if implemented professionally, and this is the way that Ukraine

must go to build a rule-of-law state and its foundation – a professional civil service.

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