REFORMING PROFESSIONAL TRAINING SYSTEM

FOR CIVIL SERVANTS,
LOCAL STATE ADMINISTRATION HEADS,
THEIR FIRST DEPUTIES AND DEPUTIES,
LOCAL SELF-GOVERNMENT OFFICIALS,
LOCAL COUNCILLORS

2017–2020
REFORMING PROFESSIONAL TRAINING SYSTEM FOR CIVIL SERVANTS, LOCAL STATE ADMINISTRATION HEADS, THEIR FIRST DEPUTIES AND DEPUTIES, LOCAL SELF-GOVERNMENT OFFICIALS, LOCAL COUNCILLORS

2017–2020
The Government has taken a decision aimed at further reformation of the professional training system of civil servants, local self-government officials and local councillors.

Implementation of structural reforms in Ukraine, in particular, reformation of public administration, civil service, local self-government and territorial organisation of power requires a high level of professional competence and experience of civil servants, local self-government officials and local councillors as integral elements of human resources management in the field of civil service and service in local self-government authorities.

The Government’s Order will contribute to creation of a modern integral, mobile and flexible system of professional training for the mentioned categories of persons with developed infrastructure, effective management and adequate resource potential.

It will also facilitate exercise of the basic powers of the Cabinet of Ministers of Ukraine in the field of perfection of public administration, in particular, implementation of measures at staffing the executive authorities with the purpose of enhancement of their performance, being one of the key provisions of the Government’s Action Plan for 2017.

Unofficial translation from the Governmental portal
https://www.kmu.gov.ua/ua/npas/pro-shvalennya-koncepciym
Modernization of the civil service system and service in local self-government authorities in accordance with the best international practices and standards is one of the key objectives of reforming public administration in Ukraine. This, in turn, requires the improvement of the professional development system of public servants and local councillors.

Approval of the Concept on Reforming Professional Training System for Civil Servants, Local State Administration Heads, Their First Deputies and Deputies, Local Self-Government Officials, Local Councillors initiates a large-scale reform in order to create the due conditions for professional development of public servants.

This document, developed by NACS with the assistance of the Council of Europe and its Centre of Expertise for Local Government Reform, is based on the international quality standards of education and in-service training programmes for public servants. I believe that the implementation of its provisions will be further significant step in the establishment of a prosperous and democratic Ukraine.

Head of the National Agency on Civil Service, Doctor of Political Sciences, Professor, Corresponding Member of the National Academy of Educational Sciences of Ukraine
Konstantin Vashchenko

The main resource of a public authority is represented by its people: its staff and councillors. The quality of governance at central and local levels is, to a huge extent, influenced by the quality of public officials, which means by their competences, motivation and ethical behaviour. Investment in training public servants is an investment in the future of Ukraine; it is indispensable if we want that, in the future, Ukrainians enjoy the benefits of good democratic governance.

A good training system is not simply a system which has good professors and good curricula. A good and modern training system is a system which creates the necessary conditions for continuous improvement and incentives for professors to improve curricula, for staff to get the most out of training and put it into practice and for their hierarchy to select the most efficient trainings.

I am very happy that the NACS has developed, in co-operation with the Council of Europe, a Concept for developing such a modern European training system for representatives of Ukrainian public authorities. We are waiting forward to its implementation and are ready to further supporting the reform process.

Head of the Democratic Governance Department, DGII : Directorate General of Democracy of the Council of Europe
Daniel Popescu
CABINET OF MINISTERS OF UKRAINE

ORDER

Dated 01 December 2017 No. 974-p

Kyiv

On Approval of the Concept on Reforming Professional Training System for Civil Servants, Local State Administration Heads, Their First Deputies and Deputies, Local Self-Government Officials, Local Councillors

1. To approve the Concept on Reforming Professional Training System for Civil Servants, Local State Administration Heads, Their First Deputies and Deputies, Local Self-Government Officials, Local Councillors, as attached.

2. The National Agency on Civil Service together with concerned central executive authorities shall draw up and within a month term submit to the Cabinet of Ministers of Ukraine an Action Plan for the implementation of the Concept approved by this Order.

Prime Minister of Ukraine V. GROYSMAN

Ind. 19
CONCEPT
on Reforming Professional Training System for Civil Servants,
Local State Administration Heads, Their First Deputies and Deputies,
Local Self-Government Officials, Local Councillors

Challenging Issues

Implementation of structural reforms in Ukraine, in particular, reformation of public administration, civil service, local self-government and territorial organisation of power, the system of education requires a high level of professional competence and experience of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors.

The system of education, specialisation and in-service training (hereinafter referred to as the professional training system) of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors does not meet the present-day requirements to the training quality and content. In particular, goals and assignments of civil servants, local self-government officials are only partially taken into account in the content of professional educational programmes for specialists trained in specialty “Public Management and Administration”, in-service training programmes. The flawed mechanism for identification of the actual needs of professional training for civil servants, local state administration heads, their first deputies and deputies, local self-government officials fails to ensure the interconnection between the in-service training system of civil servants, local self-government officials, local councillors and the practice of public administration and local self-government.
There is no comprehensive system for monitoring and evaluating in accordance with the European education quality standards the quality of professional training services rendered to civil servants, local self-government officials.

The market of professional training services is not competitive, quite closed for service providers being non-governmental entities. No efficient mechanism for cooperation of various entities providing professional training to civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors has been created, which leads to inefficient use of resources for professional training.

**Goal and Terms of Implementation of the Concept**

The goal of the Concept is to determine strategic directions, mechanisms and terms of building up an up-to-date efficient professional training system for civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors that will ensure enhancement of their professional competence level, will be oriented at the person’s need for life-long professional development, and will facilitate the implementation of good governance principles.

Professional development of civil servants, local state administration heads, their first deputies and deputies, local self-government officials is a continued, wilful, purposeful process of personal and professional advancement based on the integration of knowledge, skills and competences.

The professional training system for civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors is a cohesive aggregate of interrelated components comprising the following:

- Identification of the need of professional training;
- Laying down, placing and executing a state order;
- Formation of motivation to enhance a professional competence level;
Providing for the operation and development of the market of professional training services;

Monitoring and evaluating the quality of training.

In view of the provisions set forth in the European Commission's Memorandum on Lifelong Learning, a new pattern of professional training of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors shall be based on the following principles:

- identification of the need for professional development;
- proximity of training services and a person’s place of residence and work;
- obligation and continuity, i.e., satisfaction of the aspiration of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors for self-education and life-long professional development;
- purposeful, predictable and forward-looking character;
- innovative and practical orientation;
- individualisation and differentiation of approaches to training;
- open character;
- guaranteed funding of professional training.

Implementation of the Concept, with account of priority and long-term objectives, will take place in 2017-2020 in a few stages.

In view of high-priority and long-term tasks, the Concept will be implemented throughout 2017-2020, and comprise several stages.

At the first stage (2017-2018), it is planned to work out and approve new Regulations on the system of professional training of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors, to improve the
mechanism of funding of professional training of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors, to work out and approve a draft law amending the relevant legislative acts, to strengthen the capacity of HRM services of executive authorities and local self-government authorities, to set up a mechanism of coordination of professional training entities for civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors, to work out methods for identification of general and individual needs for professional training, to carry out pilot studies for identification of general needs for in-service training of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors.

At the second stage (2019-2020), it is planned to set up a fully-featured and effective professional training system for civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors, to approve procedures for accreditation of relevant professional training programmes, to regularly determine the needs for professional training, to perform fully-featured monitoring and evaluation of the quality of professional training services and professional training results, to carry out events aimed at professional development of teachers and trainers, to ensure functioning of the relevant web platforms within the system of professional training of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors.

Ways and Methods to Solve Challenging Issues

It is planned to solve the challenging issues by means of:

- creating proper conditions to ensure professional development of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors;
creating an effective system to determine the needs for professional training of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors;

providing for a continued, obligatory, planned character of professional training of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors;

developing the market of professional training services rendered to civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors based on the principles of transparent and bona fide competition, with the appropriate system of monitoring and evaluation of the quality of training services;

engaging all-Ukrainian associations of local self-government authorities for creation of professional training system of local self-government officials and local councillors and supporting for functioning of the market of the relevant training services;

introducing a mechanism of cooperation of state authorities, local self-governments, civil society institutions, international technical assistance programmes, all-Ukrainian associations of local self-government authorities, establishments, institutions of various forms of ownership providing training services.

Creating proper conditions to ensure professional development of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors

Functioning and development of an up-to-date effective professional training system for civil servants, local state administration heads, their first deputies and deputies, local self-government officials is a priority of the public policy in the area of civil service and service in local self-government authorities. At the same time, local self-government authorities and their associations should take an active part in ensuring the
professional development of local self-government officials elected at local
elections, elected or appointed by the concerned local council.

Such a system should be flexible, innovative, oriented at
professional development and career advancement of civil servants, local
state administration heads, their first deputies and deputies, local self-
government officials, local councillors, capable of promptly responding to
their demands.

Creating proper conditions to ensure professional development
envisages fulfilment of the following priority tasks:
- development and implementation of the sector competency framework
taking into account the National Competency Framework;
- development on the basis of the competency approach, with
  involvement of the stakeholders, and approval of professional
  standards of civil service and service in local self-government
  authorities;
- development and implementation of standards of all levels of higher
  education in specialty “Public Management and Administration”,
  branch of knowledge “Public Management and Administration”, and
  the standard of in-service training of civil servants, local state
  administration heads, their first deputies and deputies, local self-
government officials, local councillors;
- promotion of introduction of the national qualification exam for
  persons getting higher education in specialty “Public Management and
  Administration”, branch of knowledge “Public Management and
  Administration”
- segregation and introduction of the following types of professional
  training:
  - education under professional educational and scientific
    educational programmes in specialty “Public Management and
    Administration”;
  - in-service training under general-purpose professional
    programmes (general issues of public administration and local
    self-government, issues related to prevention of corruption,
    amendments in the legislation pertaining to civil service, service in
local self-government authorities, European and Euro-Atlantic integration, improving command of a foreign language, etc);

- in-service training under special-purpose professional programmes (functioning and main areas of powers of a separate state authority, local self-government authority, defence of rights and interests of disabled persons, in particular, with account of the requirements of the Convention on the Rights of Persons with Disabilities);

- in-service training under programmes of specialised short-term training courses, thematic on-going and short-term seminars, trainings;

- conduct of probation;

- provision of self-education;

- identification of customers of professional training services for civil servants, local state administration heads, their first deputies and deputies, local self-government officials:
  - NACS – the state customer of:
    - education of civil servants, local state administration heads, their first deputies and deputies, local self-government officials under professional educational and scientific educational programmes in specialty “Public Management and Administration”, branch of knowledge “Public Management and Administration”;
    - in-service training of civil servants and local self-government officials under general-purpose professional programmes;
    - in-service training of civil servants holding A-category positions, local state administration heads, their first deputies and deputies under special-purpose professional programmes, programmes of specialised short-term training courses, thematic on-going and/or short-term seminars, trainings;
  - state authorities – the customer of in-service training of civil servants holding B and C category positions under special-
purpose professional programmes, programmes of specialised short-term training courses, thematic on-going short-term seminars, trainings;

- local self-government authorities and all-Ukrainian associations of local self-government authorities – customers of in-service training under special-purpose professional programmes, programmes of specialised short-term training courses, thematic on-going and/or short-term seminars, trainings for local self-government officials;

- local self-government authorities and/or all-Ukrainian associations of local self-government authorities, political parties funded from the state budget – customers of in-service training under special-purpose professional programmes, programmes of specialised short-term training courses, thematic on-going and/or short-term seminars, trainings for local councillors.

Additionally, priority tasks shall also include perfection of the mechanism of funding of professional training, in particular:

- introduction of the norm providing expenditures on professional training in the amount no less than 2% of the wages fund in expenditures on maintenance of an executive authority, and for local self-government authorities – introduction, by a decision of the concerned local council, of an obligatory share of expenditures on professional training;

- obligation of political parties funded from the state budget to provide a certain share of expenditures at the expense of such funding on professional training of local councillors elected from such political parties;

- provision of funding for in-service training of local councillors, local self-government officials at the expense of local budget funds;

- creation of an integrated HRM system where results of professional training and progress will be reflected.
Creating an effective system to determine the needs for professional training of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors

Identification of the needs for professional training shall take place systematically, using reliable methods, whereby customers and providers of professional training services act as partners. It is necessary to provide for a scheduled and regular character of identification of both individual needs of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors, and general needs in accordance with the categories of positions of civil service and service in local self-government authorities, the administrative and territorial level of a state authority and local self-government authority. At the same time, one should take into account challenges faced by public administration and local self-government, for response to which, civil servants, local state administration heads, their first deputies and deputies, local self-government officials should have the relevant competences. Besides that, provisions shall be made to guarantee a reliable connection between identification of needs for professional training, the content of professional training, the degree of satisfaction with the quality of professional training, and the level of practical use of the obtained knowledge, abilities and skills in practical (official) activities.

Introduction of an effective system of identification of the need for professional training of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors envisages attainment of the following priority tasks:

- strengthening the capacity and ability of state authorities and local self-governments to determine individual and general needs for professional training,
- development and approval of methodological guidelines on the following issues:
  - determination and analysis of needs for professional training;
– working out individual professional development programmes for civil servants, local state administration heads, their first deputies and deputies, local self-government officials;
– evaluation of professional training effectiveness;
– setting special requirements to professional competence of a local self-government official in view of the Council of Europe standards on good governance;

- introduction of regular (no less than once per 2 years) national and regional examination of general needs for professional training of civil servants, local state administration heads, their first deputies and deputies, local self-government officials to be performed by NACS, all-Ukrainian associations of local self-government authorities using unified methods, involving research organisations and institutions on a competitive basis. Reports of the results of examination of needs for professional training shall be published and taken into consideration by entities providing professional training services when determining the content of training programmes;

- provision for formation of the state order for sectoral thematic applied scientific research with regard for identification of needs for professional training of civil servants, local self-government officials, local councillors.

Providing for a continued, obligatory, planned character of professional training of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors

The success of professional training strongly depends on the personal attitude of a civil servant, local self-government official, local state administration head, his first deputy or deputy, local councillor. Therefore, measures shall be taken to encourage and promote professional development, lifelong self-education, and strengthening responsibility of chief officers of civil service, local state administrations, service in local
self-government authorities to provide due conditions for professional training.

Provision for continued, obligatory, planned character of professional training envisages fulfilment of the following priority tasks:

- introduction of obligatory in-service training under general-purpose and specialised professional programmes:
  - for civil servants newly appointed to positions in civil service, local self-government officials newly appointed to positions in local self-government authorities – within one year after their appointment;
  - for local self-government officials newly elected to an elected post in local self-government authorities – within one year after taking the office;
  - for civil servants, local state administration heads, their first deputies and deputies, local self-government officials appointed to positions in local self-government authorities – no less than once per 3 years;
  - for local self-government officials elected or appointed by the relevant council to an elected post – no less than once during the term of office;

- introduction of obligatory in-service training under programmes of specialised short-term courses, thematic on-going and/or short-term seminars, trainings:
  - for civil servants, local state administration heads, their first deputies and deputies, local self-government officials appointed to positions in local self-government authorities – no less than once per 3 years;
  - for village, settlement, city mayors, heads and deputy heads of district, city district, regional councils, secretaries of village, settlement and city councils – no less than twice during the term of office;
  - for local councillors – no less than once during the term of office;
- obligatory training for subdivision heads of executive authorities, executive bodies of local councils as to transfer of knowledge and best practices (for further training of civil servants, local self-government officials subordinated to them);
- encouragement of implementation of educational innovations into the professional training system;
- development and implementation of the mechanism of recognition of results of non-formal and informal training, credit accumulation system based on the results of professional training.

Developing the market of professional training services rendered to civil servants, local self-government officials, local state administration heads, their first deputies and deputies, local councillors based on the principles of transparent and bona fide competition, with the appropriate system of monitoring and evaluation of the quality of training services

Provision of access of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors to professional training services of appropriate quality envisages an increase in the scope of such services, the range of entities providing training services, and setting up conditions required for bona fide competition among them. A competitive environment shall be formed with introduction of a new mechanism for funding the system of professional training for civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors. When procuring professional training services, determining contractors for performance of orders for education under professional educational and scientific educational programmes in specialty “Public Management and Administration”, in-service training of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, the weight of criteria of the quality of training programmes, the compliance of their content with the existing needs shall be increased.
Provision for the development of the market of professional training services for civil servants, local self-government officials, local state administration heads, their first deputies and deputies, local councillors envisages fulfilment of the following priority tasks:

- development and approval of the conditions and procedures of accreditation of professional programmes, programmes of specialised short-term training courses, thematic on-going and short-term seminars, trainings developed by various entities rendering professional training services;

- development and implementation of the procedure of recognition of the results of education under programmes of short-term training courses, seminars, trainings, sharing experience events in Ukraine and abroad, which are carried out by all-Ukrainian associations of local self-government authorities, civil society institutions, foreign and international organisations at the expense of funds of such entities and international technical assistance funds;

- development and implementation of the procedure of recognition of the results of education under certification programmes at relevant educational establishments abroad at the expense of own funds of civil servants, local state administration heads, their first deputies and deputies, local self-government officials;

- development and implementation of the procedure of licensing educational activities pertaining to in-service training of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors providing equal conditions for providers of training services of various forms of ownership and requirements to providers of training services regarding access of disabled persons to the training infrastructure;

- creation of a web-portal for managing knowledge pertaining to professional training, which will comprise registers of accredited professional programmes and programmes of specialised short-term training courses, thematic on-going and short-term seminars, trainings, and will provide opportunities for self-education, sharing best practices and experience;
guarantee of exercise of the right of civil servants, local state administration heads, their first deputies and deputies, local self-government officials to raise their competence by different means (in particular, institutional, dual, on-site) and at different educational establishments licensed to deliver professional development training or which carry out training activities under an accredited professional programme, as well as with other entities engaged in training activities;

introduction of a system of external and internal monitoring and evaluation of the quality of training services aimed to raise competence of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors.

Introducing the mechanism of cooperation of state authorities, local self-governments, civil society institutions, international technical assistance programmes, all-Ukrainian associations of local self-government authorities, establishments, institutions of various forms of ownership providing training services

The reform of the professional training system for civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors requires adequate coordination of efforts invested by various actors of the relevant training service market, namely:

- state authorities and local self-government authorities as customers of the relevant training services;
- educational institutions and other establishments, organisations regardless of the ownership form rendering professional training services;
- international and foreign establishments, organisations implementing the relevant programmes, projects as part of international technical assistance;
- all-Ukrainian associations of local self-government authorities and other civil society institutions, legal entities under private law carrying out the relevant training activities.
Introduction of a mechanism of cooperation of entities that deliver professional training to civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors envisages fulfilment of the following priority tasks:

- establishment of effective communication between customers and providers of in-service training of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors for identification of priority areas of training taking into account the goals of public administration, European integration and Euro-Atlantic aspirations of Ukraine, needs of territorial communities, functions of state authorities and local self-government authorities, etc;

- establishment by NACS of a coordination council as an advisory and consultative body to address issues of professional training system of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors;

- release of a regular, no less than ones per 2 years, report of the NACS Head on the state of the professional training system for civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors. NACS shall prepare such report taking into account the results of examined needs for professional training, results of the monitoring and evaluation of the quality of in-service training of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors, special and issue-related research conducted by governmental and non-governmental analytical and research establishments and organisations;

- facilitation of creation of a self-regulatory professional association (professional network) of entities rendering professional training services to civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors;

- regular arrangement of events for sharing experience on professional training of civil servants, local self-government officials, local councillors.
Expected Results

Implementation of the Concept will contribute to enhancement of the efficiency of public policy pertaining to professional training of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors, and will make it possible:

- to set up an up-to-date, integral, mobile and flexible professional training system with well-developed infrastructure, effective management and adequate resource potential;
- to ensure a good quality and consistency of training of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors, and to introduce an adequate system for evaluation and monitoring the quality of provision of training services;
- to create proper conditions for enjoyment of the right to professional development by civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors based on the principles of equality, without signs of discrimination, including on grounds of disability;
- to create conditions for bona fide competition among entities providing professional training services for civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors;
- to expand the range of professional training services for civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors, to increase the number of entities rendering such services through engagement of entities of different forms of ownership;
- to implement mechanisms for continuing education, thus ensuring the development of professional competence of civil servants, local state administration heads, their first deputies and deputies, local self-government officials, local councillors.
Scope of financial, material, technical and labour resources

The scope of funding, material, technical and labour resources necessary for the Concept implementation shall be determined on an annual basis with account of the actual capabilities of the state and local budgets.

Sources of funding necessary for the Concept implementation shall include funds of the state and local budgets, programmes, projects of international technical assistance, as well as other sources not prohibited by the law.
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