

**РОЗВИТОК РЕГІОНІВ, ГАЛУЗЕЙ ТА ВИДІВ ЕКОНОМІЧНОЇ
ДІЯЛЬНОСТІ**

**DEVELOPMENT OF REGIONS, INDUSTRIES AND TYPES OF ECONOMIC
ACTIVITY**

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MUZYCHENKO Anatolii

Dr. Sc. (Economics),

Central Ukrainian National Technical University,
Kropivnitskyi, Ukraine

Orcid ID: <https://orcid.org/0000-0001-7894-195X>
masinter.ua@gmail.com

HLEVATSKA Natalia

PhD (Economics),

Central Ukrainian National Technical University,
Kropivnitskyi, Ukraine

Orcid ID: <https://orcid.org/0000-0002-9157-0839>
nataglev@ukr.net

YAKUSHEV Oleksandr

PhD (Economics),

Cherkasy State Technological University,
Cherkasy, Ukraine

Orcid ID: <https://orcid.org/0000-0002-0699-1795>
aleksandro@i.ua

**STUDYING AND BORROWING OF ADVANCED FOREIGN EXPERIENCE IN
PROFESSIONAL TRAINING OF CIVIL SERVANTS FOR UKRAINE**

Among the priority issues that need to be addressed is the issue of quality training of civil servants. Since most developed European countries have significant positive experience in training specialists in public administration and civil service, it is worth paying attention to the peculiarities of vocational training in countries where the key role of the state in effective organization of professional development of government personnel has led to successful socio-economic development. Peculiarities of the formation and functioning of the civil service in countries of different state systems and practices of training civil servants are largely determined by the special development of these states. It is established that the French public service is one of the most stable and organized in the world, and therefore is a benchmark for the organization and implementation of civil service relations for the modern state. The system of public administration of the Republic of Poland is formed on the example of the public service of France, in addition, Poland is one of the closest neighbors of Ukraine, and also became an example in the decentralization reform for our country. After analyzing the foreign experience of training qualified civil servants, we came to the conclusion that it can be grouped into three concepts: 1) the concept of specialized training; 2) the concept of multidisciplinary learning; 3) a concept that is focused on the individual. Analyzing research and international practices, we agree with theorists who define three dominant models: English (a combination of business and public administration), German (based on legal education, which is complemented by training and education in the system of advanced training for civil servants lower levels) and French (provides for a state-centralized system of training a small highly qualified elite, provided by the National School of Public Administration).

Keywords: *civil servants, training of qualified personnel, institute of civil service.*

Introduction. With the adoption of the new Law of Ukraine "On Civil Service" in 2015, the Institute of Civil Service of Ukraine embarked on the path of European integration and development. Among the priority problems that need to be solved, there is an important issue of the quality training of civil servants. The strategic goal of the state personnel policy of Ukraine is the formation and development of educational and professional potential that would ensure the effective functioning and development of the state. The solution to this problem largely depends on the study and implementation of European experience. The example of foreign countries in organizing the educational process of civil servants is valuable for Ukraine. Since most developed European countries have significant positive experience in training specialists in public administration and civil service, it is worth paying attention to the peculiarities of vocational training in countries where the key role of the state in effective organization of professional development of government personnel has led to successful socio-economic development.

Literature Review. The issues of training civil servants have been the subject of study by many Ukrainian and foreign theorists and practitioners. In particular, the main aspects of the problem of professional education and training of civil servants are analyzed in the works of the following researchers: I. Hritsiak [3], E. Litvintseva [5], O. Obolensky [15], A. Slyusarenko [19], S. Seryogin [20], L. Tytarenko [24] and others.

At the same time, a comprehensive study of the problem of training civil servants, taking into account legislative changes and foreign experience, was not conducted.

Purpose. The purpose of the article is to analyze and determine the features of the basic European's concepts and forms the experience of civil servants' professional development of individual countries, which is the basis for further improvement and development of the civil service in Ukraine.

Results and discussion. Today, Ukrainian society and the state are in dire need of training a new generation of heads and specialists of public authorities, local self-government and raising the qualifications of already working civil servants. The high quality of organization and functioning of public authorities, local self-government and civil service depends on the level of professionalism and competence of employees. All this, in turn, is achieved by a quality system of training, retraining and advanced training of management staff. The result of its action - educational - professional training, that affects the speed and quality of administrative reform, the formation on a modern basis of the mechanism of the state and state apparatus and the development of civil service. Therefore, it is expedient for Ukraine to study the experience of foreign countries in organizing the process of educational and professional training of civil and public servants.

According to the data in Table 1, from 20 to 26 percent of the employment of the population is the population that is employed in public administration and defense, education, health care and social services per capita.

Table 1

The share of the employed population in public administration and defense, education, health care and social services in % of total employment

№	Countries	Countries			
		2015	2016	2017	2018
1.	Belarus	21,1	21,8	22,0	22,1
2.	Federal Republic of Germany	25,4	25,6	25,8	25,9
3.	Poland	20,5	20,3	20,4	20,6
4.	Slovakia	20,7	20,4	20,3	20,0
5.	The United Kingdom of Great Britain and Northern Ireland	25,8	25,5	25,3	25,3
6.	The Unites States of America	28,3	28,2	28,1	-
7.	Ukraine	21,4	21,2	21,1	20,5
8.	French Republic	31,0	31,0	30,7	30,4

Source [1]

The number of the specified population per capita according to table 2 in certain countries ranges from 80 to 102 people and tends to grow.

Table 2

Employment in public administration and defense, education, health care and social services per capita (persons)

№	Countries	Countries		
		2016	2017	2018
1.	Belarus	101,40	101,40	101,50
2.	Federal Republic of Germany	130,13	132,10	134,03
3.	Poland	84,71	86,02	87,31
4.	Slovakia	86,36	87,35	87,95
5.	The United Kingdom of Great Britain and Northern Ireland	120,55	120,06	120,70
6.	The Unites States of America	134,31	134,74	-
7.	Ukraine	80,73	80,43	79,27
8.	French Republic	124,52	124,20	123,65

Source [2]

In our opinion, the specifics of the formation and functioning of the civil service in different countries and practice of training public servants are largely determined by the specifics of the development of these states. The model of civil service in each country is formed under the influence of a number of factors, among which it is appropriate to highlight the following: the specifics of historical development; the specifics of the legal system and the specifics of the state system.

As shows the analysis of primary sources in the field of educational and professional training of managerial personnel in the context of global approaches, it is possible to clearly distinguish two models of civil service – "Closed" and "Open" [3; 4; 5].

"Closed" and "Open" models of civil service are divided into two models, depending on the form of government: the model of civil service in the federal and unitary states. Thus, we can distinguish four models of civil service: a centralized closed model, which is implemented in a unitary state; relatively decentralized closed model - a federal state; relatively decentralized open model, which is implemented in a unitary state; decentralized open model - a federal state. The main characteristics of these models (table 3).

Elite and open systems are not mutually exclusive in relation to each other. Elite systems are used when there is a shortage of highly qualified personnel. Open systems rely on a more flexible, decentralized approach to staffing.

Proponents of another approach, analyzing the organizational and legal structure of the civil service and its administrative and legal regulations, suggest the following typology (Table 4).

The training system for the public service of the United Kingdom of Great Britain and Northern Ireland (hereinafter - the United Kingdom) is focused on:

- improving the quality of services provided by employees;
- development of managerial skills in employees and the formation of their leadership potential.

Most middle- and senior-level employees study at a specialized educational institution - the Civil Services College. All training programs are designed to train future leaders. After graduation, civil servants receive a qualification that allows them to achieve 3rd grade. It should be noted, that in the United Kingdom the level of qualification has seven grades. The highest is the 1st grade. In addition to training, the state system emphasizes the training of public servants and all public sector employees. Therefore, each ministry has a corresponding department and special managers who prepare programs, as well as courses that are specially prepared for this department.

Models of civil service and their main features

Closed model of civil service (most European countries). The main features.	
<ol style="list-style-type: none"> 1. Hierarchical "pyramidal" organization of the civil service system with a clear, normatively established competence of each level of civil service and clearly established principles of state subordination. Internal organizational activities are carried out based on regulatory procedures. 2. Personnel in the civil service are selected through a "closed" system. 3. A civil servant has a high legal and social status, which is supported by career growth, salary and benefits, which depend on the length of service and the position held by the employee. Complicated procedure for dismissal of a civil servant. 4. The civil service is dominated by highly specialized specialists (with legal, economic or technical education). 	
<p>Centralized closed model in the French Republic. Features.</p> <ol style="list-style-type: none"> 1. High level of centralization with strict control from the center over the activities of civil servants in the provinces. 2. Competitive selection system for the civil service. 3. The elitism of the civil service. Which in the competitive system is supported by the "educational monopoly" of several educational institutions for the training of civil servants. 	<p>A relatively decentralized closed model - the Federal Republic of Germany. Features.</p> <ol style="list-style-type: none"> 1. The high role of political appointments in the civil service. 2. Delimitation of competence in the civil service system by levels of government. 3. Multi-stage system of personnel selection for the civil service from graduates of higher educational institutions with the best performance. 4. High social status of a civil servant. Institute of Honorary Employee. 5. A full-fledged system of guarantees of legal and social protection of the employee, the principle of "lifetime appointment".
"Open" model of civil service. Characteristic of the Anglo-Saxon countries. The main features of this model.	
<ol style="list-style-type: none"> 1. There is no clearly organized system of legal regulation of official relations. 2. Open competitive system of recruitment of candidates for civil service. 3. Dependence of remuneration and promotion on the results of work of a civil servant. 4. Simplified dismissal procedure. 5. Specialists of the general humanitarian profile of education prevail. 	
<p>A relatively decentralized open model is the United Kingdom of Great Britain. Features.</p> <ol style="list-style-type: none"> 1. Civil service issues are not regulated by laws, but by normative legal acts adopted on the initiative of the government. 2. Division of all government structures into two categories. 3. Transformation of decision-making services into semi-independent agencies. 4. Remuneration depends on the tariff grid and evaluation of work results. 5. System of assessment of competence of civil servants. 6. Clear criteria for assessing the competence of civil servants. 7. The presence of training centers and programs that allow the civil service to respond quickly to the goals and objectives of the political and socio-economic situation in the country. 	<p>Decentralized open model in the federal country - USA. The main features.</p> <ol style="list-style-type: none"> 1. The high role of political appointments in the civil service. 2. The presence of a system of "merit". 3. Simplified procedure for dismissal of civil servants. 4. High decentralization of the civil service system. 5. Differentiation in the civil service: civil servants are all those who are employed in US institutions, government officials - senior politicians, public servants - professional employees, who make up 60% of civil servants.

Source: compiled by the author according to [3;4; 5;6;7;8;9;10; 11; 12; 13;14]

In addition, we note that for heads of 4 - 7 grades are made special programs, and heads of higher grades attend special individually elaborated "master classes".

Table 4

Typology of organizational and legal structures of public services

№	Model	Administrative and legal regulation of the model
1.	Romano-Germanic model (career). France, Germany and Japan.	Codification of norms, simplicity and accuracy. Detailed elaboration of normative legal acts, detailed regulation of daily activity of officials, functioning of civil service on the principle of hierarchy, caste and loyalty to the state. Admission to the civil service is based on a competitive exam on the principle of equality of all candidates. Prerequisites for admission are the availability of basic education and special prior education.
2.	Anglo-Saxon model (positional). Great Britain, USA.	An important characteristic of the model is the emphasis on the concept of New public management and the system of evaluation of quality and efficiency. Entry into the civil service is carried out on the basis of a written examination in the general order. At the same time, the Anglo-Saxon system of promotion is rigid at all levels. The whole system of admission, training and promotion is organized to create a type of professional manager, general administrator (generalist).
3.	Civil service of Islamic countries.	Civil service and Islamic law are an integral part of the Islamic religion. Islamic civil service is part of the system of denominational public services. The main legislative source of the "Islamic model" is the Sharia, which is considered not only as a collection of divine establishments, but also as one of the regulators of official behavior. The main characteristic of the regulation of the definition of responsibilities of Muslim employees.
4.	Labor model. PRC, Cuba.	The labor model of the civil service occupies a special place among other administrative and legal systems. The civil service of these countries is based on the principles of party affiliation, nomenclature, administrative hierarchy and centralism. The activity of officials is regulated by party decisions, and administrative activity is subordinate, in comparison with party activity, in nature. Civil service in many cases is equated with general employment. Thus, there is an identification of the legal status of civil servants and employees.

Source: compiled by the author according to [15; 16]

In our opinion, the system of training for the civil service in the United Kingdom has the following characteristics:

- there is no centralized training program for civil servants;
- existence of clear criteria for assessing the competence of civil servants, which creates a positive incentive to improve their level of education and professional skills;
- wide system of seminars, conferences and educational courses organized by ministries and departments responsible for staff training;
- presence of training centers and programs that allow the civil service to respond quickly to the goals and objectives of the political and socio-economic situation in the country.

In the Federal Republic of Germany (hereinafter - Germany), a person applying for the position of a civil servant must provide guarantees of his political reliability and have the necessary level of professional training, which is determined in accordance with the level of the service hierarchy [17, p.38]. German law provides 4 categories of official positions (lower, middle, advanced and higher) and 16 ranks, that replaced by competitive selection after a probationary period. The appointment of lower-level officials requires: successful completion of a basic secondary school or a recognized as equivalent level of education; middle level - graduation from a specialized school, preparatory practice for one year and passing the exam; advanced level - higher education at the bachelor's level; preparatory practice for three years and passing the exam for the right to serve [18].

Components that are required for higher-level service: availability of higher education at the master's level (preferably in public administration); preparatory practice for at least two years and passing an exam. The system of training specialists for the civil service in Germany is divided into two stages: initial (basic) training, corresponds to a bachelor's degree, which is intended for the widest possible coverage of basic academic disciplines and specialized training (two, three years), which ends with a master's degree. This is specialized training for work at the federal or state levels of government, which is the training of management personnel for all levels of government. Civil servants usually have a basic economic and legal education. In Germany several educational institutions, in which much attention is paid to the practical part, provide public administration education (MPA - Master of Public Administration) and all programs provide internships in public authorities. Germany does not have specialized training institutes in public administration. However, its education system focuses on the continuity of government training, and all stages of training (basic training, specialized education, retraining and advanced training) are linked into a single system of career and professional growth. Researchers note that the training of civil servants in the French Republic (hereinafter - France) - from entry to graduation - is continuous [19]. It is not only a means of social growth, but also a tool for modernizing the civil service in the interests of both employees of the administration and their users.

There are public administration training centers at some institutes of political research, which within a year after receiving a diploma prepare specialist for an entrance competition to one or another public service body. Various ministries organize direct recruitment competitions for civil servants. Characteristic features of the French model are the practice of preparation for the entrance competition to the corps of public servants.

The training system for French civil servants includes a number of special institutions, including the National School of Administration (ENA), which trains senior civil servants. At the regional level, France has a number of regional institutes for the training of local civil servants.

There is a belief among domestic scholars that the French public service is one of the most stable and organized in the world, and therefore is a certain standard for the organization and implementation of public service relations for the modern state. The system of public administration of the Republic of Poland is formed on the example of the public service of France, in addition, Poland is one of Ukraine's closest neighbors, and also became an example in the reform of decentralization for our country [20].

This system uses a multifunctional approach when selecting candidates for public service [21]. Preparing candidates for employment in a closed system is a necessary component of the selection procedure. It is widely used in Greece, Slovakia, Poland and France. An example is the Lech Kaczyński National School of Public Administration (Krajowa Szkoła Administracji Publicznej im. Prezydenta Rzeczypospolitej Polskiej Lecha Kaczyńskiego - KSAP) [22] in Poland, which provides a two-year training program for candidates for public service. It was modeled on the French *École nationale d'administration* (ENA) [23].

After analyzing the foreign experience of training qualified civil servants, we concluded that it could be grouped into three concepts:

1) concept of specialized training. This approach is focused on the present/the-near future training in accordance with the workplace. The disadvantage of this conceptual approach is the efficiency in a short time. However, from the standpoint of an individual employee, this internship helps to preserve his job and increases self-esteem;

2) concept of multidisciplinary learning. The effectiveness of this conceptual approach is to increase the internal organizational and non-organizational mobility of the employee. However, for the organization where the employee works, there is a risk because he has a choice, so less tied to the job;

3) concept that is focused on the individual. Its purpose is the development of human qualities that are inherent in nature or acquired in the practical activities of man. This conceptual approach

applies to employees who have a scientific talent, researchers, talented leaders, that have leadership and pedagogical qualities [24].

The above concepts imply close connection and coordination in the purposeful training of qualified public administration personnel.

Analyzing researches and international practices, we agree with theorists who define three dominant models: English (a combination of business and public administration), German (based on legal education, which is complemented by training and education in the system of advanced training for civil servants of middle and lower levels) and French (provides a state-centralized system of training a small highly qualified elite, provided by the National School of Public Administration) [21]. However, it should be noted that none of these categories is used in its pure form in any country.

When analyzing the state of legislative support for increasing the level of professional competence of public servants, it should be emphasized that the Law of Ukraine "On Civil Service" on this issue is devoted to Art. 48 [25].

In particular, it states that civil servants are provided with conditions to increase the level of professional competence through professional training, which is conducted on an ongoing basis. Professional training of civil servants is carried out at the expense of the state budget and other sources not prohibited by law, through a system of training, retraining, specialization and advanced training, in particular in the field of knowledge "Public Administration". The National Academy for Public Administration under the President of Ukraine occupies a central place in the structure of educational institutions for civil servants. Training and retraining of civil servants in Ukraine is also carried out in regional centers for training and retraining of civil servants [26].

Increasing the level of professional competence of public servants is carried out during the service, and advanced training - at least once every three years. The need for professional training of a public servant is determined by his / her immediate supervisor and the personnel management service of the public body based on the results of performance appraisal.

Conclusions. Thus, the analysis of the systems of educational and professional training of civil servants of European countries has shown that the most promising countries for studying and borrowing best practices for Ukraine may be such countries as France and Poland. According to international experience, the success of positive socio-economic transformations directly depends on the effectiveness of public policy on professional development of public administration and civil servants and the government's political responsibility to modernize the system of vocational training and retraining of civil servants.

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МУЗИЧЕНКО Анатолій Степанович

доктор економічних наук,
Центральноукраїнський національний технічний
університет,
м. Кропивницький, Україна

ГЛЕВАЦЬКА Наталія Миколаївна

кандидат економічних наук,
Центральноукраїнський національний технічний
університет,
м. Кропивницький, Україна

ЯКУШЕВ Олександр Володимирович

кандидат економічних наук,
Черкаський державний технологічний університет,
м. Черкаси, Україна

**ВИВЧЕННЯ Й ЗАПОЗИЧЕННЯ ПЕРЕДОВОГО ЗАРУБІЖНОГО ДОСВІДУ
ПІДВИЩЕННЯ КВАЛІФІКАЦІЇ ДЕРЖАВНИХ СЛУЖБОВЦІВ ДЛЯ УКРАЇНИ**

***Проблема.** Серед першочергових проблем, які потребують вирішення, важливим є питання якій підготовки державних службовців. Оскільки більшість розвинених європейських країн мають значний позитивний досвід у підготовці фахівців у галузі публічного управління та державної служби, варто звернути увагу на особливості організації професійного навчання в тих країнах, де ключова роль держави в ефективній організації професійного розвитку персоналу органів влади зумовила успішний соціально-економічний розвиток.*

***Метою** статті є аналіз і визначення особливостей основних концепцій і форм європейського досвіду підвищення кваліфікації публічних службовців окремих країн, що є основою подальшого вдосконалення й розвитку інституту державної служби в Україні.*

***Результати.** Особливості формування та функціонування державної служби у країнах різних держав системи та практики підготовки кадрів публічних службовців в більшій мірі визначається специфікою розвитку цих держав.*

Встановлено, що публічна служба Франції належить до найбільш стабільних та організованих у світі, а тому є певним еталоном організації та реалізації державно-службових відносин для сучасної держави. Система ж публічного адміністрування Республіки Польщі сформована на прикладі публічної служби Франції, окрім цього Польща є одним із найближчих сусідів України, а також стала прикладом у реформі децентралізації для нашої держави.

У цій системі використовується багатофункціональний підхід під час відбору кандидатів на публічну службу. Прикладом може слугувати Національна школа державного управління імені Леха Качинського (Krajowa Szkoła Administracji Publicznej im. Prezydenta Rzeczypospolitej Polskiej Lecha Kaczyńskiego – KSAP) у Польщі, яка надає дворічну підготовчу програму для кандидатів на публічну службу. Вона була утворена за моделлю французької Національної школи управління (École nationale d'administration – ENA).

Наукова новизна. Проаналізувавши закордонний досвід підготовки кваліфікованих кадрів державної служби, ми прийшли до висновку, що його в цілому можна згрупувати у три концепції: 1) концепція спеціалізованого навчання; 2) концепція багатопрофільного навчання; 3) концепція, яка орієнтована на особистість.

Проаналізувавши наукові дослідження та міжнародні практики ми погоджуємось з теоретиками, які визначають три домінуючі моделі: англійську (поєднання бізнесу та публічного управління), німецьку (в основі її підготовки юридична освіта, яка доповнена службовою підготовкою й навчанням у системі підвищення кваліфікації для державних службовців середнього й нижчого рівнів) і французька (передбачає державно-централізовану систему підготовки нечисленної висококваліфікованої еліти, яку забезпечує Національна школа державного управління). Проте слід зазначити, що жодна із зазначених категорій не використовується у чистому вигляді в жодній країні.

Висновки. Отже, аналіз систем освітньо - фахової підготовки публічних службовців європейських держав показав, що найбільш перспективними для вивчення й запозичення передового досвіду для України можуть бути такі держави, як Франція та Польща.

Ключові слова: публічні службовці, підготовка кваліфікованих кадрів, інститут державної служби.

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