

Pedagogical Principles of Training Specialists in Public Administration and Management in the System of Vocational Education

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ABSTRACT

The article analyzes the foreign experience of training specialists of public administration and management, as well as explore the system of professional training of specialists of public administration and management abroad.

It is determined that in the countries of the European Union, the United States of America and other developed countries, it will develop three concepts for training qualified personnel: the concept of specialized training is focused on the present or the near future and is relevant to the corresponding workplace; the concept of multidisciplinary training is effective from an economic point of view, since it increases the intra-production and non-production mobility of the employee; the concept of personality-oriented learning with the aim of developing human qualities inherent in nature or acquired by it in practice.

Keywords: Management, management, pedagogy, SPAaM, institutions of higher education.

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INTRODUCTION

Currently, the society is undergoing drastic changes in the economic, political, social and spiritual spheres. Under their influence, the education system specialists of public administration and management (SPAaM) will change. In turn, changes in this training system lead to changes in their knowledge, skills and abilities of training specialists in public administration and management.

In order to effectively manage changes in various areas of public life, employees must have a special level of professional training, since vocational training is one of the most effective methods of solving this problem. Professional training allows you to master new knowledge, abilities, skills and problems of ensuring high quality education.

In connection with the requirement of professional training SPAaM, aimed at continuous improvement of professional knowledge and job growth, education is focused on these needs, interests and end results, the search and implementation of new teaching methods and technologies, primarily distance learning and Internet education. Among the most urgent is the problem of financing additional professional education of civil servants. Sources of financing for their training are budgetary and extra-budgetary funds. The problem of preparing SPAaM, first employed in the civil service, is urgent. Its relevance is determined by the frequent turnover of civil servants due to the constant restructuring of federal executive bodies, an increase in the number of civil servants, many of whom do not have the necessary knowledge and experience of work in the civil service. To solve the above problems, it is necessary,

in my opinion, to study the professional training of SPAaM in developed In accordance with the set goal, it is necessary to solve the problem and consider the foreign experience of training SPAaM, as well as explore the system of professional training SPAaM in Europe and America.

MAIN TEXT

In the personnel policy carried out abroad, much attention is paid to the methods of personnel selection, both when recruiting for civil service and when promoting to public positions. During the period of feudalism in European countries, there was a practice of patronage when appointed to public office. Posts were bought, sold, inherited, etc. At the present time, there is a system of professional selection for civil service and specific positions. For this purpose, basic and mixed selection methods are used. The main ones are competitive selection, selection "by choice" and on the basis of a professional aptitude exam. Competitive selection is widely used in work with personnel, especially when selecting candidates for initial positions. Competitions are subdivided into document competitions and competitions based on test results. The contests are held by independent juries, which shows their democratic character. The jury conducts written and oral exams according to the approved program, gives marks and closes the list for admission. Thus, a list of candidates for positions is drawn up, the appointment to which is carried out in order of priority. Selection "by choice" is a process of selecting from a number of candidates for certain categories of positions. The selection may take

into account education, specialty, work experience, job characteristics, demographic data, the results of the interview with the candidate, etc. Selection on the basis of the professional suitability exam is carried out by the leadership of state institutions based on the results of the exam in terms of the parameters of the job functions. Applies only to full-time employees who have served a certain minimum of years (2-3 years).

The essence of mixed selection methods for public office lies in the assessment of personnel based on a combination of political, professional and intellectual qualities. The entire system of personnel work abroad is aimed at improving the quality of training for civil servants. In many countries, a coherent system of training personnel for the civil service has been created. France is an example in this respect. Here the system of training, retraining and advanced training of personnel includes a number of links [1-5, 12 - 20]:

- university training. Universities, legal and political institutes train potential "A" employees. They receive fundamental theoretical training and then are used in leadership positions in government bodies, having previously passed a number of steps in the career ladder.

- training and retraining of personnel by specialized institutes. Specialized institutions include: the Institute of Public Administration, better known as the National School of Administrators, or the National School of Government; Polytechnic school (institute) and engineering and technical institutes under the jurisdiction of this school; regional institutions of public administration (there are five of them); departmental administrative institutions. This entire system provides training and advanced training of civil servants in relation to the needs of the highest governing bodies and specific departments, which makes it extremely important and authoritative not only among employees, but also among the population. As noted by professor at the Sorbonne University Jean-Claude Training, "every Frenchman dreams of his child studying at the National School of Management or at the Ecole Polytechnique."

- on-the-job training is a traditional form of apprenticeship, which every employee, not only abroad, but also in our country, is in contact with management and fellow workers. The forms of such training are the exchange of experience, the study of advanced methods of work, the improvement of knowledge and the acquisition of skills directly in the course of the performance of official duties. In France, they say: mayors learn their business by doing it. The same can be said for any other professional.

- training through internships occurs during practice in a specific position according to a specific program under the guidance of experienced specialists. The purpose of this form of training is to prepare the trainee to perform their future functions. An internship is an integral part of university education. However, civil servants who wish to acquire new knowledge and work experience can periodically undergo internships.

- continuous training. It consists of persistent independent work in the service and outside it. In addition, this training method can take the form of a study leave. Such leave is paid by the administration and may be granted at the request of an employee of the state apparatus for a period not exceeding three years in total for the entire period of his service. The allocated vacation is used to acquire skills in personnel management, a more fundamental study of management theory, political

science, law, new management technologies and other disciplines.

This is the system of selection and training of senior civil servants. It practically does not differ from training, retraining and advanced training of other employees. The content side of education at foreign universities is of interest: what and how students are taught. A vivid representation of this is given by the training of students in the management academies of a number of German states, in particular in Baden-Württemberg, Hamburg and other centers. Admitted to the academy under the age of 35 on the direction of ministries or departments, as well as on the basis of a personal application. A prerequisite for admission to the academy is passing a number of tests. The competition for the academy is approximately two people per seat. The training is predominantly practical. This is evidenced by the model of the educational process. "It includes the following cycles": [2, 6-8])

3 months - the main course at the academy.

3 months - industrial practice.

4 months - advanced course at the academy; 1 month - vacation.

3 months - internship abroad.

1 month - exchange of experience and generalization of the results of educational and practical work of the student.

The practical orientation of training also predetermines the composition of the teachers. Representatives of science constitute a minority in it, although they are indispensable when students receive theoretical knowledge. The bulk of the teachers are practical workers: ministers, directors of enterprises, heads of banks, managers of large concerns, mayors, etc.

In European universities, as a rule, universal training of students is carried out, designed for specialists of a wide profile. Each university defines its own set of disciplines required to train specialists. At the end of the training, an assessment of the performance of each student is given. The knowledge and practical skills of the students can be assessed as: outstanding, very good, good, successful. When improving the qualifications of personnel, a set of disciplines is drawn up based on the intended appointment of employees to a specific position. So, at one of the regular training sessions at the Federal Academy of Public Administration of the Federal Republic of Germany, the content of the training was focused on the requirements for the position of the head of a department of the Ministry. The training program included three sections: management and cooperation, leadership and planning, public administration in society. The aim of the training was to teach the trainees "to apply the knowledge and skills required to lead and manage independent organizational units in the field of public administration." The implementation of the training goal allowed the trainees to improve their qualifications and prepare for activities in the intended position. The experience of those countries where the training of civil servants is based mainly on the existing system of higher education is also of interest. In England, for example, a higher education degree in public administration can be obtained from polytechnics and universities.

Many countries are seeking to combine training for civil service in specialized educational institutions and general universities. Thus, in the United States, more than 190 programs for the study of public administration have been developed, of which 14% go to specialized

universities, 34% - to university management departments, 31% - to political science departments, the rest - to other educational institutions [11-17].

Experience shows that the system of personnel training abroad has been set up quite effectively. It allows training highly qualified civil servants. The total number of trained and retrained personnel is determined by the real needs of central, regional and local authorities. Typically, regional academies train about 30 specialists in a training cycle of about 15 months. In state specialized universities, such as the National School of Management, the number of graduates annually is about half a thousand. The governments of European countries, local authorities are aware that students of higher education institutions are the future of public service and public administration, and they do everything to ensure that the training of personnel is delivered in an exemplary manner.

These are the most important areas of work with civil service personnel in foreign countries.

When solving the second subtask in order to achieve the goal, the SPAaM professional training system abroad was studied

Overcoming crisis phenomena in public life, increasing the effectiveness of government requires a high level of competence of civil service personnel. The fate of any strategies and reforms, programs and concepts largely depend on officials, on their qualifications, on their understanding of the need for appropriate actions, on the level of their general culture.

Experience shows that for effective management of social processes, first of all, it is necessary to have extensive knowledge in the field of a variety of sciences related to the analysis of man and society. This means that it is advisable to train workers for public services in special educational institutions according to a special system and methodology, and throughout their entire career. The learning process is sufficiently developed and gives good results in a number of foreign countries.

Much attention is paid to the professional training of civil servants, in particular, in France. More than 240 management educational institutions operate here. The most prestigious of these is the National School of Administration. Its task is to provide training for state functionaries of the highest echelon (in our terminology - for the administrative apparatus), political, economic, administrative management, as well as the diplomatic corps. Those who have passed the entrance tests are sent for a one-year internship at the apparatus of the prefecture, city halls, regional councils, and embassies. The second part of the internship takes place in the management apparatus of large firms and enterprises. Then the students undergo training directly at the National School of Administration for a year. Selection for positions of civil servants in France takes place only among persons with special managerial education.

The German Constitution guarantees all citizens equal access to work in government departments, provided that they are able to work and possess the qualities necessary to carry out this type of activity. Religious and ideological aspects are not an obstacle to entering the civil service. An applicant for the status of an official must meet certain requirements (education, practical work experience, ability for this type of activity). Within the framework of these principles, the selection of civil servants, officials in the apparatus of state structures, their further promotion is carried out.

After being accepted into office, the verification phase (probationary period) begins, during which the official must confirm his ability to perform the duties assigned to him. The duration of this period depends on what function the official performs. For promotion in each specific case, the quality of work and its practical results are taken into account.

Methods of search, selection of candidates for positions of civil servants, methods, criteria for assessing their abilities, knowledge, practical experience are important, since civil service is characterized by a hierarchical structure, each higher level of positions requires a higher set of qualities corresponding to the intellectual, moral and professional level ... At the same time, it should be emphasized that the applied methods of personnel assessment should be based on the current legislation. In the past two decades, there has been a growing interest in Japanese firms and management practices in developed countries. The Japanese experience is attractive in fact, since the rapid results of the country's economy allowed Japan to take a leading place in the world. In Japan, the process of decentralization of management is mainly underway as the most important condition for accelerating the innovation process. Usually, only strategic goals and objectives are formed centrally. The concrete implementation of management problems is largely entrusted to local government. In connection with the rapid change in living conditions, production, economic growth, a change in political management methods is also required.

In recent years, the so-called dialogue form of management has been increasingly used, correcting the joint work of central and regional management systems.

One of the features of the Japanese management system is its strict hierarchy. Career advancement occurs, first of all, depending on age and experience, and then all other qualities are taken into account. There is almost no rivalry, no one pisses on anyone, trying to bypass colleagues in the service, elders help to transfer their experience to younger ones, managers do not suppress the initiative of subordinates, even if against this background they themselves lose - the matter is above all. In Japan, it is generally accepted that the University of Tokyo trains Ministers. Keio University - money, Waseda University - friends [14].

The unchanging tradition of Japanese universities is observed - to the day of death, maintain the bonds of partnership, the reliability of which is stronger than family ties. Community dedication embraces all government officials, business leaders, academics and writers - united by the university for life. Tied by invisible bonds, fellow students will occupy responsible positions in the structures of the civil service. In this case, coordination of efforts is achieved in the interests of the ruling elite and the state apparatus. How is the process of training and advanced training of civil servants structured organizationally and technologically in highly developed countries? A study of this experience is instructive.

So, for example, M. Bulling, the president of the government of the German state of Baden-Württemberg, at the forefront of the work of the Academy of Management of this land puts, so to speak, the "rigidity" of the system of reception, training and distribution. Anyone who, at the age of 33-34, has successfully completed his education, has worked in at least two positions in the public administration system and

received the most favorable characteristics from the duty stations, is allowed to the competitive exam. The exactingness shown to the contestants at these exams is so great that every applicant knows in advance from the experience of past years that only every second person will enter the Academy.

Those who are admitted are not destined for a heavenly life. Studying at the Academy is very intense. For 1.5 years, students experience constant stress. Every day from 8 a.m. to 10 p.m. they are monitored and constantly evaluated. This is done quite deliberately so that the civil service does not seem like honey to anyone who has embarked on this path, because in reality, "the leaders of all levels, including the middle and lower ones, regularly experience stress at work, which they must withstand. Personal hardening, which occurs at the lower and middle levels of management, is necessary for top managers". Based on this circumstance, persons who receive the training of senior managers at the Academy, at least for 6-8 years after graduation, work as middle managers, no matter how well they show themselves. In addition, the very fact of graduating from the Academy does not automatically create privileged conditions for graduates in their further service; on the contrary, they compete on equal terms with those who have not graduated from the Academy.

Such high exactingness to applicants, students and graduates is compensated by the presence of highly qualified teaching staff, who bring the most modern knowledge in the field of management science to the audience; specialized classrooms equipped with the latest science and technology; excellent living conditions; rich cultural program. Even for rich Germany, this is a considerable sum. The one who pays such money has the moral right to demand the corresponding return. The Academy builds the learning process in such a way that the student learns to understand the complex, contradictory interaction between professional and political management. Like any other educational institution, it provides knowledge, but does not forget about the development of students' creative thinking and imagination. Bulling refers to Einstein, who put fantasy above knowledge. But fantasy must be combined with skill, experience, only then will it be directed in the right direction.

The basic and advanced theoretical courses include three types of training sessions [14-19]:

- traditional lectures and their discussion with the involvement of practitioners - high-ranking managers.
- classes on topics suggested and developed by the students themselves.
- training sessions in rhetoric, foreign languages, organizing and conducting business negotiations, etc.

The Academy pays great attention to practice. Industrial practice is carried out at large and medium-sized enterprises in the state of Baden - Württemberg. It includes not only familiarization with the company and participation in board meetings, but also direct participation in the management of the company, which is very important. Foreign practice is carried out in the USA, Canada, Japan, France, Great Britain. Moreover, in a wide variety of organizations: from the World Bank and ministries of the environment in Paris to the US Congress and the governorship of a particular state.

The representative of the French school Jean-François Kesler believes that there are two ways to do it: civil servants can either be selected first and then cooked or

cooked and then selected. The training of senior civil servants can go through universities, through internships, training by specialized institutes, continuous training.

CONCLUSION

Preparation, retraining and professional development of SPAaM should be based on certain principles and implemented through a system of organizational measures that regulate the educational process. The nature and type of SPAaM training and retraining are determined by the type of government system they are intended for. The principles of professional training of state and municipal employees can be divided into professional and general civil, into intracorporate and setting relations between the corporation and the bureaucracy with citizens and other public institutions; in addition, a group of principles for combining professional priorities and volitional qualities is distinguished. Organization of training, retraining and advanced training, SPAaM is subordinated to the optimal implementation of the above principles and includes a system of measures to create new, re-profile and improve existing special educational institutions and their divisions, as well as to optimize the mechanisms of competitive selection and selection of both students and training.

The management of ongoing changes in the SPAaM education system should be influenced by creating and changing its regulatory legal framework. Management training is carried out in the education system. Like any system, education consists of interrelated elements. The main elements of this system are state educational standards and programs, educational institutions, educational authorities, organizations subordinate to them, and public associations. It is impossible to improve the SPAaM training system without analyzing the experience of foreign countries. In the personnel policy carried out abroad, much attention is paid to the methods of personnel selection, both when recruiting for civil service and when promoting to public positions. For this purpose, basic and mixed selection methods are used. The main ones are competitive selection, selection "by choice" and on the basis of a professional aptitude exam. Competitive selection is widely used in work with personnel, especially when selecting candidates for initial positions. Selection "by choice" is a process of selecting from a number of candidates for certain categories of positions. The essence of mixed selection methods for public office lies in the assessment of personnel based on a combination of political, professional and intellectual qualities.

The entire system of personnel work abroad is aimed at improving the quality of training for civil servants. In many countries, a coherent system of training personnel for the civil service has been created. Foreign experience has developed three concepts for training qualified personnel: the concept of specialized training is focused on today or the near future and is relevant to the respective workplace; the concept of multidisciplinary training is effective from an economic point of view, since it increases the intra-production and non-production mobility of the employee; the concept of personality-oriented learning with the aim of developing human qualities inherent in nature or acquired by it in practice. Certain types of training should not be considered in isolation from each other. Purposeful training of qualified

personnel presupposes close connection and coordination between types of training. Overcoming crisis phenomena in public life, increasing the effectiveness of government requires a high level of competence of civil service personnel. The fate of any strategies and reforms, programs and concepts largely depend on officials, on their qualifications, on their understanding of the need for appropriate actions, on the level of their general culture. As domestic and foreign experience shows, for the effective management of social processes, first of all, it is necessary to have extensive knowledge in the field of many sciences related to the analysis of man and society. This means that it is advisable to prepare SPAaM in special educational institutions according to a special system and methodology, and throughout their entire working life. For a long period of time in our country there was an underestimation, or even just a negative attitude towards the foreign experience of state structure, management and civil service of developed countries. This experience was not used for ideological reasons; at best, it was treated as being of purely cognitive interest. Thus, the preparation of SPAaM at the present time, without a doubt, cannot be effective without appropriate scientific and methodological support, without combining efforts in this direction of teachers, research workers and government bodies in general.

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