

# Assessment of Possibility of Integration of Experience of Leading Countries Of The World in Training of Public Administration Specialists

Lyudmila Kotliar<sup>1\*</sup>, Oleksandr Akimov<sup>2</sup>, Orest Krasivskyy<sup>3</sup>, Vasyl Shykerynets<sup>4</sup>, Ilona Kurovska<sup>5</sup>, Alla Hrusheva<sup>6</sup>

<sup>1\*</sup>Department of Public Administration and Public Service, National Academy of Public Administration under the President of Ukraine, Kyiv, Ukraine

<sup>2</sup>Department of Public Administration, Interregional Academy of Personnel Management, Kyiv, Ukraine

<sup>3</sup>Department of European Integration and Law, Lviv Regional Institute for Public Administration of the National Academy for Public Administration, Bryukhovychi, Lviv Region, Ukraine

<sup>4</sup>Department of Sociocultural Activities Management, Show Business and Event Management, Vasyl Stefanyk Precarpathian National University, Ivano-Frankivsk, Ukraine

<sup>5</sup>Department of Public Administration, Interregional Academy of Personnel Management, Kyiv, Ukraine

<sup>6</sup>Department of Management, University of the State Fiscal Service of Ukraine, Irpen, Ukraine

Corresponding E-mail: [scopus.sv@gmail.com](mailto:scopus.sv@gmail.com)

## ABSTRACT

The research carried out in the article shows the foreign experience of training public administration specialists, and also examines the system of training public administration and management specialists abroad.

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

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

## Correspondence:

Lyudmila Kotliar

<sup>1</sup>Department of Public Administration and Public Service, National Academy of Public Administration under the President of Ukraine, Kyiv, Ukraine

Email-address: [scopus.sv@gmail.com](mailto:scopus.sv@gmail.com)

## INTRODUCTION

Significant changes that are taking place in Ukraine, namely in the economic, political, social and spiritual spheres, lead to changes in the education system of state and municipal employees. Thus, changes in the training system lead to changes in their knowledge, skills and abilities of civil servants. In order to effectively manage change in various areas of public life, employees must have a special level of training, this training allows them to master new knowledge, skills, skills and problems of high-quality education. Requirements for such training of civil servants, 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.

One of the most promising and relevant directions, which include the problem of financing additional education for civil servants. Sources of financing for their training are budgetary and extra-budgetary funds. The problem of training civil servants hired for the first time in the civil service is urgent. Due to these facts, it is necessary to achieve the goal in this article by examining the training of civil servants abroad. Based on this goal, it is necessary to solve a number of the following tasks: to study the features of such training of civil servants in Ukraine, to consider the foreign experience of training civil servants.

## MAIN TEXT

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.

Under the conditions of radical transformations of the social structure of the type of the most developed countries of bourgeois democracy, the problem of assimilating and adapting the experience of public service in foreign countries.

Taking into account the creative approach, it is legitimate to pose the question of what foreign experience is of interest to us. This question, of course, is not an easy one. Different people, depending on what they do, are interested in different things. But there are, apparently, universally significant points of interest to everyone. In developed countries, special attention is paid to the formation of the upper layer of professional employees. In Japan, Germany, France, England and a number of other countries, this stratum is formed mainly not through "natural" selection from the entire mass of officials, but through the purposeful cultivation of young personnel specially designed to enter the elite.

The way "upward" begins with difficult exams, which are admitted to persons of a certain age (most often up to 30 years old) with a higher education. The bulk of the candidates selected in this way are traditionally graduates of several leading educational institutions of the country (in Japan - Tokyo, in England - Oxford and Cambridge universities, in France - several prestigious public schools).

In Japan, Germany, England and the USA, the training of future leaders is in the nature of long-term internships in various departments of the state apparatus (2-2.5 years) with an assessment of their results.

Among the main characteristics of the process of training the management elite in developed countries are the

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following: - careful selection of candidates. This is facilitated by the prestige of the highest civil service and intense competition among graduates of the best universities for places of candidates for admission to this service.

- a small number of selected candidates. For example, the annual admission in France is about 80 people, in England 250-300 people participate in the training program for candidates for top positions every year, in the USA - 250 people, and only a part of these candidates withstand all tests.

- the main emphasis in the educational process of the elite is not on special theoretical knowledge, but on the acquisition of skills in managing large organizations, the development of the ability to accurately analyze practical problems and develop a strategy for their solution.

The system of selection and training of the highest echelon of professional employees in developed countries, their high material status and prestige, protection from political arbitrariness, the important role they play in regulating economic and social life, contribute to the formation of elite morality in this layer. Its part is a peculiar sense of being chosen and responsible for the state of society, the cult of managerial professionalism, pragmatism and hard work. Differences in the approach to the formation of the main cadres of the US civil service and the countries of continental Western Europe affect the nature of the problems raised in the course of discussions on its modernization.

In the UK, the entire system of recruiting, training and promoting civil servants is aimed at "cultivating" professional management of a wide profile ("generalists"). However, in the past 10 years, there are more and more supporters of strengthening the role of specialists in public administration in the country.

Now about 25% of officials in England are specialists in the field of law, economics, politics, science and technology. They also make up about 60% of heads of all levels of the state apparatus. Quite often the "integral hierarchy" is used, when specialists and administrators - "generalists" work under the unified leadership of top managers.

The system of selection and promotion of personnel in Germany is of interest. This is one of the most important areas in the activities of the personnel services of state institutions. Leadership cadres are elected to the position in most cases through internal competition. Before the competition, the requirements for the applicant are strictly determined, arising from the functional duties, they are published in the press. These requirements are a set of formal signs on the basis of which unsuitable candidates can be immediately rejected. These features include: professional prerequisites (education, specialty, special training, knowledge of foreign languages, professional experience, special special knowledge); personal prerequisites (oral speech during contacts with the population, in reports, at citizens' consultations; written speech in working with documents, the ability to give a written opinion on statements and questions), treatment of citizens, the ability to negotiate, make independent decisions, take initiative, organizational ability, ability to manage employees, suggest new ideas; possible other prerequisites.

Further, candidates selected on the basis of formal criteria undergo an interview, following the results of which personnel services with the participation of specialists develop recommendations about a candidate

for a position. According to this scheme, the selection of candidates for positions is carried out, for example, in the Bonn magistrate, in ministries.

An important place in the selection system is occupied by a conversation with candidates, which allows us to assess the personal qualities of the applicant, his psychological characteristics. To this end, the applicant is invited to make a five-minute report on a specific topic. In the process of the report, the candidate shows the ability to present material, professional erudition. Often, discussions are practiced among applicants for a position, during which not only erudition, but also the ability to communicate with people is assessed. Mandatory for the candidate is a half-hour written exam, which allows to identify a person's resilience in stressful situations.

It is believed that the possibility of successful performance of functional (job) duties is conditioned by [14]: - professional characteristics of a specialist (education, qualifications, questions to assess the competence of a specialist) - by 30%.

- personal qualities - by 30%.

- the ability of a leader to work with people - by 40%.

When selecting specialists for work in government agencies, the main focus is on the ability to work in a team, to act as one team, and the skills of a systematic approach.

Incentives for civil servants. The main principle that determines the general level of remuneration of civil servants in developed countries is the compliance of such remuneration with remuneration for equivalent work in the private sector. Adherence to this principle allows officials to ensure a decent standard of living by national standards and thus retain qualified personnel in the state apparatus.

The civil service in developed countries is also attracted by a developed social protection system (low probability of dismissal, high pensions, long vacations and other benefits that are often absent in the private sector). A very serious additional incentive for senior officials of the state apparatus is the opportunity to receive high-paying positions in the private sector upon retirement. In many countries, the traditionally high prestige of public service contributes to the influx of young people into the state apparatus.

The issue of using foreign experience in public service is becoming more and more practical. There is an intensive exchange of experience between civil service specialists and practitioners of government agencies with foreign colleagues. Numerous joint seminars, symposia, conferences on the problems of professional training of the civil service have been held. Many specialists and teachers studied the experience of civil service directly in foreign countries, such as Great Britain, France, Germany. There is an exchange of scientific and educational literature between educational institutions (domestic and foreign), which carry out the function of training civil servants.

The specifics of the selection and training of personnel for territorial administration and local self-government bodies abroad are widely covered by many scientists.

In recent years, cooperation with foreign countries in the field of civil service has become more and more clear organizational forms. The work carried out undoubtedly contributes to the growth of professionalism of civil servants in our country, and only well-trained professionals are able to competently and usefully use foreign experience for service.

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### **Adaptation of Japanese experience in training public administration specialists**

The institute of civil service in our country is in the stage of formation, the search for effective forms and methods of implementing the functions assigned to it. These processes are not going easy, so foreign experience, in particular Japan, can be very useful in solving this problem.

First of all, it should be noted that compared to other developed countries, Japan has significantly fewer civil servants. They make up only 8.1% of the total number of employees.

The toolkit used by civil servants in the process of improving technical policy and robotization, principles of social partnership, regulation of relations between employers and employees, social insurance, etc. is unique and effective.

To a large extent, the effectiveness of state regulation of the economy is explained by the highest professionalism, flexibility and responsibility of civil servants, which are provided, first of all, by a well-developed mechanism for their training, the core and foundation of which are the five world-famous Japanese systems based on the traditions and philosophy of the nation. They define and permeate the system of training civil servants, from the selection of future officials and ending with their dismissal.

The structure of the five great Japanese systems, cementing the harmonious system of training civil servants, includes [11]:

- life-long employment system.
- personnel rotation system.
- reputation system.
- on-the-job training system.
- wage system.

Before proceeding to a brief analysis of them, we note one general, fundamentally important circumstance. The value and reason for the effectiveness of these systems lies in the fact that they are not a collection of separate elements but are systems in a single system. Each of them, complementing the other, is the basis and condition for its functioning, contributes to the launch of the following and their effective work. One system cannot exist without the other. In sum, they constitute a single folded mechanism that forms a powerful motivational environment that provides training for highly professional officials and the full realization of their creative and intellectual abilities.

In such an environment, the motivational environment directs the efforts and potential of the civil servant to solve the problems facing the region and the country as a whole. This is what the Ukrainian civil service institute lacks. Civil servants have no interest in purposeful and effective work.

The first, key element of the unified mechanism of the Japanese system for the training and use of civil servants is the system of life-long employment. It is currently used in its classic form only in some large enterprises and public service. Otherwise, there is no legal, formal, life-long employment. Rather, it is a gentlemen's agreement between an employer and an employee.

Currently, there is a trend in Japan to gradually reduce the number of restrictions on those entering the public service. First of all, here we are talking about secondary conditions for admission to public service, such as age, nationality, citizenship.

One of the characteristic features of admission to the civil service is the extension, as noted, of the classical system of life-long employment to civil servants, i.e. they work in the civil service until the age limit (as a rule, it is 60 years old, for some civil servants - 63-65 years old, for university teachers - 63 years old, and there is no difference in the age limit for men and women). There is no age limit for special civil servants. Until the 90s, there was no age limit in Japan for all categories and groups of civil servants. Now there is a special law on the age limit. In Japan, they believe that such a step is very important from the point of view of planning recruitment for the civil service and calculating the real needs for personnel, as well as for updating the microclimate and atmosphere in the civil service.

A few clarifications on the organization of hiring a civil servant. It is very honorable and prestigious to work in the civil service in Japan, so it is not easy to enter it.

The entry competition reaches from 10 to 100 people per seat. The purpose of the entrance exam is to check whether a person can then perform the functions of a civil servant. There is an age limit for those taking the exam - 18-28 years old. Another way to be appointed to the civil service is through the selection of personnel. It applies to teachers, doctors, transport drivers, technical personnel and other professions. During selection, interviews, testing are conducted, questionnaires are filled out. By the way, doctors, teachers, etc., who work in private organizations, are not government employees. The criterion is simple - a civil servant is one whose activities are carried out at the expense of taxpayers. All these subtleties, as already noted, are specified in the law on public service. In order to enter the civil service of the appropriate level by passing an entrance exam (competition) or passing the selection system, you need:

- present a diploma of higher education.
- present a license from an educational institution that this person really graduated from it and has the right to enter the civil service.
- pass the competition. It seems that the licensing of an educational institution is not a formal condition; it can be a reliable blocking of random persons from entering the civil service. The next important component of the unified Japanese mechanism for training civil servants is the rotation system. Its essence lies in the movement of workers horizontally and vertically every 2-3 years of performing functions at a certain workplace. The rotation is carried out without the consent of the employee. The approach here is extremely clear - he entered the civil service and should bring maximum benefit to his state. Every year, once a year, graduates of schools, colleges, higher educational institutions are employed at enterprises, organizations and institutions. And, what is typical, even graduates of universities, including the most prestigious University of Tokyo, having got into this or that company or organization, are not immediately appointed to managerial positions, but start their career from the lowest qualified positions. This has its undeniable advantage.

Subsequently, such a specialist, a leader, who knows all the specifics of his organization in the intricacies, is difficult to mislead and is less likely to make unprofessional decisions. The rotation system provides flexibility to the workforce, increases the level of its competence, qualifications and competitiveness. As a rule, after several (two or three) horizontal movements, vertical rotation follows, i.e. promotion, transfer to a

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higher-paid service. Rotation also contributes to broadening the horizons, developing a broader view of the civil servant about his organization. It is no secret that, as a rule, civil servants of our ministries and departments can speak rather skillfully and thoroughly only about the problems that their structural unit is dealing with. There is a narrow specialization. In Japan, for example, the head of the employment department of the Ministry of Labor deeply and professionally knows the whole range of social and labor issues (of course, employment problems, as well as issues of wages, social partnership, labor market, etc., etc.). In the process of rotation, he studied and went through all these areas of work and is familiar with them in sufficient detail.

Critics of the rotation system say that to some extent it "stifles" the initiative, it is a brake on work for the future. They say that a person knows that he will be working on this site for two or three years, so why should he think about new ideas and technologies for the future?

It seems that such arguments are insufficient for such an assessment. First, as our Ukrainian experience shows, on the contrary, the activity of a specialist for decades in one place extinguishes his creativity and initiative, he is not interested in working, since he does not see prospects. There is also another weighty circumstance that guarantees, in the conditions of rotation, not only conscientious, high-quality, but also creative, promising activities of all Japanese civil servants. This is a reputation system. Its essence is that, no matter where an employee, a specialist works, he must fulfill his duties so that when he moves to a new place in two or three years, he has a reputation of a wonderful, enterprising employee and a decent person, for which each of a written description is drawn up. The objectivity of the characteristics is ensured by daily checks of a person in the form of a survey of colleagues, subordinates, bosses, etc. The characteristic, following a civil servant, influences the trajectory of rotation and, as a rule, determines his further working career.

Now a few words about the possible career of a civil servant. It can be fast, medium, slow.

In some cases, the removal of an employee from office is applied. This is the so-called "mountain career". For example, the head of the department is transferred to the position of the head of the sector, the head of the department - to the position of the head of the department. The reasons may be different - on their own, for health reasons, on the initiative of the administration.

A typical uphill career in Japanese might look like this: - ассистент (оклад 170-180 тыс.).

- lecturer (210 thousand).

- Associate Professor (300 thousand yen).

- professor (400 thousand and above).

The decisive role in ensuring the effectiveness of the work of the institution of the civil service belongs to the training and retraining of civil servants. However, training in the workplace is of key importance. By the way, this is also an element of the life-long employment system. Japanese organizations, enterprises and civil service do not require special training from schools and universities. They themselves "bring" the training of their employee (former school graduate) to the level required by this organization.

Thus, in Japan, educational functions are clearly divided between schooling, which provides fundamental learning, and in-house, which provides vocational training. Also, the training institute for advanced training under the

personnel affairs department is also involved in the training of central civil servants. Moreover, what is characteristic and different from Ukrainian practice, as they say, is exactly the opposite, in Japan civil servants of all levels undergo retraining and advanced training in external organizations, up to the head of the department of the ministry, department, department and the deputy mayor of the province. And there is no contradiction in this, since in Japan, as already noted, random people do not get into public service. Heads of departments, ministers and deputy ministers, mayors of provinces, etc. at one time, going through the stages of rotation, they occupied lower positions. Therefore, all of them have repeatedly received on-the-job training and advanced training in external educational institutions. In Japan, it is considered that it is inappropriate to teach those in high positions. They only go through the stages of self-preparation and self-education.

Civil servants in local government are trained by the Civil Service Academy, which is part of the Ministry of Local Government Affairs. The Japanese Constitution states that local governments are self-governing bodies, which include prefectures and municipalities, their leaders are elected by the people. Japan has 47 prefectural governors and 3200 mayors. More than a thousand civil servants of prefectures and municipalities undergo retraining and advanced training at the Academy of Civil Service annually.

The high productivity of civil servants is largely ensured by the creation of effective systems of their motivation and, above all, remuneration. The system of remuneration of civil servants is built as follows. The salary (salary) is determined by two indicators: the gradation (grade) of the corresponding position (qualification) of the employee and the level determined by the age (length of service) of the employee. The developed standard pays schedules for civil servants have 11 grades and 32 steps. Accounting for the results of a civil servant's work is carried out by the frequency (speed) of his transfer from one gradation to another.

For government employees in Japan, as well as for workers in the private sector, in addition to wages, payments of some types of benefits are provided (family allowance, including for children; transport allowance or payment for the cost of gasoline in a personal car; regional benefits; benefits for special working conditions). Five official salaries per year are paid in the form of bonuses.

Every year, the personnel affairs department examines the level of remuneration of civil servants in all grades and levels, taking into account their qualifications, education, etc. in comparison with the earnings of workers in the manufacturing (private) sector.

For this, private enterprises with more than 100 employees are surveyed. In Japan, there are more than 4 million enterprises, of which 38 107 enterprises (production units) are studied to adjust the level of wages of civil servants. In accordance with the law on statistics, the private sector is obliged to provide reliable information on the salaries of employees, since the dynamics of remuneration of civil servants depends on this.

These data are published in the press, compared with the level of remuneration in the civil service, and it is brought in line with them. Thus, the level of remuneration of civil servants is directly proportional to the remuneration of labor in the manufacturing sector. It seems that this is

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quite reasonable and scientifically grounded. The logic of reasoning is as follows: ultimately, the main task of the civil service is to ensure high earnings and a decent standard of living for the population through economic growth. If wages in the production sector grow, it means that the country's macroeconomic indicators increase, since the wages of employees of enterprises are closely related to the final production results. Therefore, there is an economic and moral basis for an adequate increase in the salaries of civil servants, which is approved by a decision of parliament. If, on the contrary, the wages of workers in the production sector are reduced, then, accordingly, recalculations are made towards a decrease in the salaries of civil servants.

### **Adaptation of the experience of training public administration specialists in Germany**

The specificity of training and retraining of employees of state and municipal administration in Germany is determined by the special status of an official and the conditions for his promotion. The German official has a life-long status and is a representative of a special class. Only in a few areas is an official position, for example, burgomaster, temporary. The chief can dismiss an official only if he commits an official misconduct, and then after an official investigation and sentencing by a disciplinary court. The official legal relations of "political employees" are especially regulated; the highest officials-ministers, replaced when changing the ruling parties.

Officials at the federal, state, and community levels belong to various ranks (high, high, middle, and low). For each rank, a certain educational qualification and work experience are provided. Officials of lower and middle ranks (drivers, watchmen, secretaries, stenographers, employees of support services) usually perform purely auxiliary functions and, strictly speaking, are not officials in our understanding. Employees above rank must have at least a college degree and complete 3 years of preparatory service. Senior officials - university education and 2 years of preparatory service [21-25].

There are a number of higher educational institutions in Germany that train personnel for the civil service. These are, first of all, the Federal Higher School of State and Municipal Administration and the corresponding state higher schools, the Federal Academy of Public Administration of the Ministry of Internal Affairs. The Federal Higher School has faculties of general administration, foreign relations, administration of the Bundeswehr, railway affairs, public security, post office, and social insurance. Only the enumeration of the faculties gives an idea that the concept of "civil service" in Germany has a fairly wide scope, and the training of officials covers all branches of the state. Education at the Federal Higher School lasts 3 years, of which 1.5 years are spent studying in classrooms, and 1.5 years of practice in the field. Of the 314 German universities, 26 educational institutions are engaged in the preparation of managerial personnel for the civil service. 76% of the total number of German students are enrolled in universities, and 3-5% in higher schools for training management personnel. Along with universities involved in the primary training of senior civil servants, Germany has a system of educational institutions in which working civil servants undergo training and advanced training. Central to this system is the Federal Academy of Public Administration under the German Ministry of the Interior. It is located in Bonn with a subsidiary in Berlin.

Classes are held in the following main directions [5]:

- compensatory courses, in which in-depth training is carried out in related activities, for example, lawyers are trained in economic knowledge, and economists - in legal.
- training courses for officials of the highest and advanced rank, who begin to work for the first time in leadership positions, as well as in special programs for individual lands.

- seminars with a specific purpose (functional and subject areas of officials' activities, advanced training in connection with work in international organizations, with the unification of Germany, etc.);

- courses and seminars in accordance with the activities of foundations and international organizations (German International Development Fund, European Community, etc.).

More than 10 thousand people a year improve their qualifications at the Academy. The general orientation of training is associated not with a simple transfer of knowledge, but with the formation of a certain way of thinking and behavior characteristic of a particular rank of officials. In accordance with this, considerable time during the period of advanced training is devoted to the study of real practice (internship abroad and at specific workplaces), as well as the use of active teaching methods implemented by moderators (teachers who organize free discussions, brainstorming, round tables aimed at formation of collective problem solving).

Training and retraining of employees of state and municipal administration in Germany as a whole is a consistent, rigid, complete system. However, its mechanical transfer to our country is practically impossible.

Firstly, unlike Germany, Ukraine does not have a historically formed clan of officials with a specific profile and level of education (university legal education). Secondly, in Germany there is a well-developed system of training and advanced training of personnel, developed in time, which does not meet the task of a one-time massive training or retraining of personnel [25], [26].

Thirdly, in Germany, the emphasis is on legal training, which most fully corresponds to the real state of affairs in the administration of Germany.

In modern conditions of Ukraine, it is important to form situational thinking and appropriate training in skills, techniques and methods based on fundamental knowledge of the fundamentals of a market economy.

Fourthly, during the transitional period in Ukraine, it is almost impossible to build a rigid system of grades, ranks and regulation in the process of career advancement, as is done in Germany, and, consequently, an appropriate system of retraining and advanced training of civil service workers [28]. Therefore, it is extremely important to accelerate the development of a multi-factor model of a civil service official (including by levels). Without this, it is practically impossible to purposefully form a system of training for civil servants. In my opinion, the welfare of the whole society depends on economic development. A very interesting system of remuneration for civil servants operates in Japan. This approach guarantees the interest of civil servants in effective economic management. Perhaps this allowed such a small island state to achieve such a high level of development. Of course, one should also take into account the high level of corruption of the entire bureaucracy, which today is absolutely not interested in improving the welfare of the people. It is possible that Ukrainian legislation, in which it is not difficult to find flaws concerning the bureaucratic

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apparatus and its functioning, contributes to the prosperity of corruption, and, consequently, worsens the level of performance by civil servants of their economic and social functions. Since there is no established clan of officials in Ukraine, it is necessary to create it with the help of advanced training and retraining of employees of state and municipal administration, borrowing interesting episodes of training personnel from industrially developed countries.

### CONCLUSION

Thus, as domestic and foreign experience shows, 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. Today in our country there has been 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.

In the context of the transformations of the social structure along the lines of the most developed countries of bourgeois democracy, the problem of mastering and adapting the experience of public service of foreign countries to Ukrainian conditions is not only relevant, but also real.

So, in order to effectively manage changes in various areas of public life, it is necessary to have personnel trained for these purposes, the modern world is undergoing rapid cardinal economic, political, social and spiritual changes. Under their influence, the training system for state and municipal service workers will change.

Thus, the professional training of state and municipal employees 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.

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