

CHAPTER «STATE ADMINISTRATION»

FOREIGN EXPERIENCE IN PROFESSIONALIZING HUMAN RESOURCES CIVIL SERVICE AND OPPORTUNITIES FOR ITS IMPLEMENTATION IN UKRAINE

Sergiy Selivanov¹

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Abstract. The advanced foreign experience of professionalization of PPCS onbased on a comparative analysis of three reference models of professionalization PPCS – American (on the example of the USA), European (on an example) Germany, France, Britain and Poland) and the East (for example Singapore, Kazakhstan, Japan), which allowed to clarify the characteristics of each studied model in the context of professionalization of PPCS.

Thus, the analysis of the international experience of professionalization of PPCS showed that that in Europe and other democracies such development is carried out in within different models of civil service. Ukraine is still facing choosing where to move next. Therefore, using progressive international experience and relying on Ukrainian realities and mental features, from each model it is necessary to choose the best approaches which are expedient and possible to implementin the practice of domestic state services. In our opinion, the systematic adaptation of these measures will provide effective professionalization of PPCS in Ukraine in the direction of formation professional, competent, disciplined, effective and rational staff, which will allow to form a strong foundation state machine with fairly flexible functionality on places with a sufficient level of decentralization.However, it should not be carried out recklessly adapting foreign experience to domestic realities, after all it is appropriate to implement only those international principles that are in line internal conditions and goals of development of our state on democratic principles of the rule of law.

¹ Candidate of Sciences in Public Administration (Ph.D),
Human Resources Department
State Migration Service of Ukraine, Ukraine

1. Introduction

Admission to the civil service from the point of view of the newly appointed civil servant The employee has the following goals: the development of professionalism and competencies in the field of public administration, career growth, deserving the respect of the team and the opportunity to preserve “their ideology”, inherent in young professionals.

According to the Law of Ukraine “On Civil Service” of 10.12.2015 № 889-VIII one of the key areas of civil service development in Ukraine is to ensure the continuous professional development of state employees, which in essence is the professionalization of the civil service, ie increasing the professionalism of each civil servant.

Gaining knowledge, skills and experience of public civil servants play an important role in the effectiveness of public functioning bodies that ensure the integrity of the organization. Given the growing the burden on the state bodies of Ukraine increases the importance of quality and rapid professionalization of staff.

Professionalization of a civil servant in the field of professional activities – an important component of public administration. The imperfection of the system of professionalization of civil servants is still on the initial stage of replacement of public office may lead to that the civil servant will feel alienated and negative to treat both the state body of which he is an employee and the sphere professional activity in general [1].

This issue is also relevant in connection with the constant updating of the composition civil servants (annual renewal is about 10 thousand people). For the first time entering the civil service, staff are faced with a number problems: uncertainty in the correctness of their actions, lack of knowledge features of activity in concrete structure of the device, gaps in knowledge legislation.

2. Basic models of civil service personnel management in EU countries

Modern personnel policy in the field of civil service in Ukraine is in the process of radical change, involving the formation of new ones and improving existing approaches to selection, maintenance and development on public service of professional and motivated employees who form the basis of the Personnel potential of the civil service (hereinafter – PPCS) in

the conditions European integration transformations in the state. Yes, in the words of S. Sokolovsky [2], “attracting the intellectual, cultural capabilities of the nation becomes important for Ukraine, otherwise it can forever turn into territory that other states will use to replenish their own scarcity of natural and human resources”. In turn, the process Ukraine's European integration must be accompanied by the rapprochement of its authorities institutions and staff serving them to EU standards. All that highlights the need to study international experience on pathways professionalization of PPCS, which provides the possibility of full self-realization employee and his effective professional activity [1].

In this regard, we recall that in the world practice of state management uses different models of personnel management organization, among which the determinants are: career, competitive, hybrid (Table 1). At career-based civil service systems are given to this more attention to initial training programs. And the state system job-based services are less interested in the professional training, as here are accepted those candidates who have

Table 1

Basic models of personnel management (HR) of the civil service

Model type	Characteristics of the model	Use of models in EU countries
Career model	Provides for the “cultivation” of management from lower levels of the civil service hierarchy; open competition exists in the initial stages selection, then the promotion is for the results of internal competition between civil servants and personnel reserve; such a system is less transparent, however more centralized, offers high degree of protection against unemployment	Germany, Austria, Belgium, Cyprus, Spain, France, Greece, Hungary, Ireland, Luxembourg, Portugal, Romania
Competitive model	Provides selection for open competitions principles for all positions, fixed-term contracts, greater degree of decentralization, impossibility transfer to another position out of competition	Denmark, Estonia, Finland, the Netherlands, Great Britain, Czech Republic, Sweden
Mixed model	Involves the use of elements of both of the above systems – for example, competitive model for the higher state employees and career model for lower and middle management.	Bulgaria, Slovakia, Slovenia, Italy, Latvia, Lithuania, Malta, Poland

Source: summarized by the author

the necessary competencies to perform this work, and the main criterion increase is seniority.

The most difficult for practice is the mixed model, according to which the state recruits for all positions, but the employee is entitled to permanent service at the time of employment. In this case, the state individual ministries and departments in which public administration is employed personnel are responsible for their continuous training and retraining in accordance with modern requirements.

At the same time, research of features of professionalization of PPCS it also depends on the type of civil service organization that can be presented by:

1) open system (USA, Canada, UK and Australia and etc.), the main features of which are competitiveness and mobility employees;

2) a closed system (Germany, France, China, Japan, etc.) that characterized by elitism, high social status and rigid hierarchical system.

However, according to D. Bossart and K. Demmke [3, p. 23], state service is not a static entity, so there is no specific example and models and each of the countries aspiring to join the EU must independently to initiate a debate on the relevance of civil service in the XXI century.

With this in mind, we note two problems that can be nullified any reform initiated in the system of public administration:

1) adaptation of another system or its elements outside the context of historical cultural tradition can cause systemic or physical rejection the impossibility of organically incorporating it into the legislative field of another country;

2) non-perception / misunderstanding of the functioning national the state apparatus as a mechanism for implementing innovations, and themselves innovations.

Accordingly, this situation necessitates the development of new ones mechanisms for professionalization of PPCS, which would help staff to perceive innovations, understand and successfully implement them. That is why we are absolutely in solidarity with N. Golobor, who claims that the training of state employees services, especially in the period of reforms, is becoming perhaps the most important in the mechanism selection of civil servants.

Modern approaches to the development of public administration capacity personnel used in foreign practice are characterized its multi-vector and emphasis on its individual elements and models. For example, T. Kitsak in

the context of professionalization of PPCS identifies the following models of vocational training: French; German; Anglo-Saxon; North American [4, p. 377]. Thus V. Lugovyj limits its research to only two models of vocational training in the field of civil service – Western European and North American [5, p. 5]. But Tkachenko needs generalizations of international experience on the formation of human resources policy is carried out on the basis study of the experience of the EU, USA and Japan [6, p. 141]. In our opinion, the latter approach provides an opportunity to most fully reveal the features functioning of modern mechanisms of professionalization of PPCS abroad. Therefore, in the future we will focus on the comparative analysis of three, so-called, reference models of professionalization PPCS – American, European and Eastern.

3. American model of professionalization of PPCS

A retrospective analysis shows that in the late 1970s years in the United States was carried out large-scale reforms of the Civil Institute services reflected in the new law “On Reform Civil Service” (1978). According to this Law, Bureaus were established personnel management, the Council for the Protection of the Merit System, the Federal Council for labor relations management.

In turn, the Bureau of Personnel Management began to take care providing in the USA professionalization of PPCS (including professional) by appointing civil servants and promoting their careers growth; performance appraisal of civil servants; encouragement and punishment of civil servants; advanced training of state employees; and by making recommendations for improvement personnel management.

Today in the United States the main principle of public service is openness, which means social mobility in the civil service, and also the presence of two types of civil service: competitive (selection for competitive exams – 90%), in which civil servants freely submit their candidacies on a competitive basis; Excepted Service for agencies responsible for national security and privileged status.

The country has a system of political appointments (about 5% of all appointments to the civil service), and there are a number of positions to be appointed to which the president can without the consent of the senate.

At the same time professional growth in the United States, when the employee of the state service every 1-3 years automatically receives promotion (time-in-grade-requirement), provide two mechanisms:

– competitive exams – are made mainly in writing in in the form of standard tests, as well as orally by conducting interviews or consideration of various scientifically simulated situations;

– annual evaluation of staff activities. Yes, about 97% of all Federal officials are evaluated annually by their professionals abilities, the results of which determine the fate of the employee's career and size payment for his work. Employees (but not more than half of the staff), whose work is evaluated positively, the award is given once a year in one amount [7].

In general, systems of selection, evaluation of effectiveness and leadership development in the US civil service are developed on the basis of two groups of competencies (basic and leadership metacompetences), which determine the main directions professional training and is a mandatory criterion for candidates for the reserve Senior Executive Service in the United States.

An important feature of the professionalization of PPCS in the United States is that it takes into account gender and ethical dimensions. Example, among the priorities of vocational training identified by UNDP in 2014, and which widely followed in the US civil service – training for women with in order to increase their competitiveness in relation to men [8].

As a result, the defining features of the civil service are priority of development of individual abilities of managers and economic the basis of their motivation, which form the basis of a pragmatic approach to a person when the individual comes first, not the organization in which he is works. That is, such a system is focused mainly on individuals values and results.

In general, the professionalization of PPCS in the United States is based on research needs of public administration personnel in knowledge and professional skills that due to qualification requirements for the position. Today Princeton University has proposed an interesting support strategy developing the professional capacity of the civil service in the United States, which has formula 70/20/10: 70% of development occurs when a person acquires experience in a particular job, in solving problems and problems in front of her; 20% – from the analysis of its activities, both own and third-party (feedback); 10% – from vocational training. That is such an approach shows that there is no hard and fast professional target in the United States preparation for appointment to the position, the relevant specialists are enough the labor market is saturated, where they come from on a competitive basis are selected and appointed to positions” [9].

At the same time, V. Luhovyi emphasizes in his research that Academic training in the United States since 1924 begins with a master's degree level, ie civil servants are required to receive first academic training in public administration and then can take place additional training, receive certificates and diplomas of promotion qualifications of narrower specialization [10, p. 18].

Traditionally, a decentralized system has been formed in the United States providing professional training in the field of civil service, according to which such training is provided in general universities, not specialized ones institutions. That is, according to V. Bogatyrets [11, p. 30], “legally it is not here one main educational institution that provides training civil servants, but there is an institution that mostly trains civil servants – John F. Kennedy School of Government Harvard University (John f. Kennedy School of Government). Present the institution also recruits senior and middle-level officials” In addition, of the 95 universities that have 105 educational programs [12, p. 139] carry out training of masters in public administration, are allocated also the R. Wagner School of Public Service in New York University (Robert F. Wagner Graduate School of Public Service), School of Public Affairs, University of Texas at Arlington (University of Texas at Arlington School and Public Affairs) and others. As an exception, training the lowest level of management staff can be carried out in some non-university colleges of the country.

It is also advisable to pay attention to the fact that vocational training may also take courses organized by the American Association civil service, the Association for Political Analysis and Management, the Council for management skills, etc., in internal training courses qualifications, in the centers of advanced training at colleges and universities [11, p. 30]. The most common forms learning is full-time, distance and blended. It is they who provide organic combination of broad-profile and narrow-profile master's degrees programs aimed at training specialists in various specializations (eg budget and public finances, federal policy and policy governance, national security, state and local authorities, international development, etc.).

Given the importance of the continuity of public education employees, in the US the frequency of their training is y an average of 3.5 years.

It is worth noting that in the US it is a mandatory tool The training of top managers is mentoring, under which the system operates mentoring

in federal ministries. In this context The experience of the Ohio State University, which uses mentoring strategies to support professional development leaders. In particular, the university uses a model that includes several stages of implementation: the initial stage, the stage of “colleagues”, the stage of “advisor” and “mentor” stage This phasing allows some employees to get positive results using the model consistently, and others – “jump” from one stage to another, depending on their previous professional experience and work in the organization.

That is, the model aims to provide continuous professional development, which actively stimulates development PPCS in general and provides for the development of responsibilities for staff, leadership and self-development.

4. European model of professionalization of PPCS

The need to study the European experience of professionalization of PPCS due to the fact that European integration remains an important stimulus for Ukraine in the context of implementing reforms in the public administration system, increasing and strengthening the human resources of the civil service in the conditions its modernization. To date, most EU countries have already started delegations, decentralization and individualization of functional responsibilities in the field personnel policy. At the same time the European model of competence civil servants includes the following components: systemic management (vision of the future, target management, teamwork and leadership); problem solving (information analysis, formation of alternatives, conceptual flexibility, decision making); operational efficiency (initiative, operational control, delegation of powers, skills focus); job characteristics (public speaking skills, skills to oral presentations, self-confidence, ability to persuade); personal qualities (energy, resilience, motivation, desire to develop); management with taking into account the environment (awareness of the external environment, understanding political factors, ethics of behavior).

Today, most EU countries (France, Germany, Denmark, Spain and etc.) built their civil service on the principle of career model. Extremely interesting in this context is the German practice, which aimed at the continuity of management training.

Yes, in the German civil service, all positions are combined into a “career” (Laufbahnen) – a group of positions from lower to higher, requiring the same

educational level to take on them, but the responsibility and complexity. The functions in each of these positions are growing and require more and more experience and professional skills [13, p. 140]. Basic requirements for state-managerial staff in Germany remain professional education and special training, the types and activities of which differ depending on level in public administration.

The system of professional training of managers belongs to the systems closed type and includes national structures (Federal Academy of Public Administration, Higher professional school of state Administration, Police and Law, Ministry of the Interior, Academy German Union of Civil Servants, etc.), the relevant land higher schools, and at the regional level is provided mainly by institutions training of German universities and colleges.

Thus the main forms of advanced training of the state employees in the country remain: advanced training for beginners; advanced training in the specialty and position; increase qualifications for the transition to a higher rank service; increase qualifications for managers. In particular, civil servants of category “A” are required to undergo two years of training after employment with the body state power [14]. In addition, for first-time hired there is preparatory cycle on general management lasting from 6 to 8 months, during which, in addition to law, finance, budget and etc.

Forms of professional development can be divided into two groups:

- 1) ensuring the appropriate level of qualification of the employee, which is mandatory for all specialists who have been hired;
- 2) adaptive, which provides training (adaptation) of employees to change, training is aimed at maintaining or improving the qualifications obtained in the position and providing necessary knowledge for skilled work. Special attention to the process of training future top-level specialists is provided internship.

Career growth is achieved through successive positions not on the results of training, but on the results of certification or participation in competition. In the federal service to increase the role of certification assessment quotas have been introduced: only 15% of certified people can get the highest scores, and subsequent higher scores – 35% [15, p. 73].

Thus, the important advantages of the German system Professionalization of PPCS is: focus on continuity of learning that represented by a single system of career and professional growth (basic training, specialized

education, retraining and advanced training courses qualifications); high social status of a civil servant, importance reputations, clearly defined norms of professional ethics; existence of the institute honorary official; clearly calibrated balance between theoretical knowledge and practical skills acquired by a civil servant under study time; developed system of legal and social guarantees protection of the employee, the principle of “lifelong appointment”, etc.

In the context of the research topic interesting and useful for Imitation is seen as a system of professionalization of the PPCS in France, where professionalism is defined as one of the priorities of the civil service. Such the approach is focused on providing a career in public service staff (career growth system), prepared for a variety of aspects of public administration (from development to implementation public policy).

The stability of a career in the civil service is determined here: 1) relocations for years of service; 2) guaranteeing employment to employees for ongoing career advancement, as current the law stipulates that a civil servant cannot be dismissed before retirement (except in cases of dismissal) on its own initiative).

Regulation of primary education in the civil service enshrined in administrative decrees and internal regulations schools, among which the decisive place is occupied by two higher schools that are subordinated to the Prime Minister: 1) National School of Administration Ecole Nationale d'administration (ENA) – trains officials to recruit senior staff of the administration: members of the State Council, Accounting Chamber, Financial Inspection (higher governing bodies), regional chambers of accounts, administrative courts, the General inspections of the administration, corps of prefects, civil administrators; 2) The Paris Institute for Political Studies is independent of universities state institution of scientific, cultural and professional profile. In addition to administrative schools in France (and there are about 50) there are also departments of education within public administrations, which provide advanced training. The private sector also accepts active participation in the training of civil servants, on the basis of contracts with administrations.

The beginning of a civil servant's career is considered to be preparation for passing the qualification exam for entering the civil service, further education in the above schools or in one of the five regional institutes of

public administration. Students who are successful passed the entrance exams, are admitted to the school as civil servants and receive salaries during their studies. Term of initial training depends on the school. For example, the training period is 24 months ENA, 1 year – in regional institutes of administration (IRA) [16, p. 8].

The purpose of training is not only to acquire knowledge, but also to acquire the necessary skills. Therefore, education in schools is divided into internships and training. IN ENA internship occupies a special place: about 2/3 of school education accounts for internships. For all students, French or foreigners, it is assumed that during the internship they will be responsible for performance of certain work, and not just watch the performance work by others. Students are considered to be government employees who have responsibilities and obligations defined by this status [16, p. 7–8].

Continuing professional education in France as a state law the employee does not have a monopoly on administrative schools. At the same time his the peculiarity is that educational programs are aimed at in-depth study economy. In addition, there are programs to prepare for internal competition for positions of the highest category. Among the main forms of professional development in France the holidays for preparation are decisive. Yes, the maximum duration leave – three years, but it can be divided and provided only for training with the consent of the state, provided that the agent will work at least three years in the administration. The employee who took advantage such leave, undertakes to remain in the civil service on the period is three times longer than for which he received previous payments [17].

Note that in France, civil servants do not spend their funds for advanced training. According to the information provided R. Piganol, for the state civil service training costs account for 6.6% of the total salary fund (3.3% for primary education and 3.3% for advanced training), including rewards civil servants in the learning process. These costs are measurable: 6.8 million training days per year, 61% of staff are trained at least once a year, civil servants are more trained than employees in the business sphere [16].

So, to the positive aspects of the French system aimed at development of PPCS, should include: high-quality human management resources and compliance of curricula with existing learning needs; high elitism of the civil service, which under a competitive selection system supported by the “educational monopoly” of several educational institutions; personnel

stability of the state apparatus and prestige civil service in society; effective methodology for assessing the quality of training courses and tracking the further professional development of the former students of administrative schools; there are guarantees of slow but free career advancement; developed system of legal and social guarantees security in the civil service; etc. Among the disadvantages attracts attention to the priority of work experience on business qualities and professionalism, as well as a low level of mobility.

At the same time, in the context of professionalization of PPCS in Ukraine it is enough The experience of the United Kingdom, where the civil service system is also useful, may be useful adopted a competency-based approach, according to which modern practice development and implementation of professional development programs began with adoption in 2004 of the Professional Skills for Government Program (Professional Skills for Government) (hereinafter – the Program). This program was aimed at the formation and continuous improvement of public employees of professionally significant knowledge, skills and abilities, as well as others qualities required for the proper performance of official functions and responsibilities. In particular, the PSG complex defines the details list of competencies of civil servants at all levels – from ministers to ordinary local officials identified within such clusters competencies such as: managing other people (staff); financial management; client management; project management; strategic thinking; work with information (effective communication, information security, analysis of information and data, ICT competence).

The adoption of the Code in 2006 in this country is noteworthy Civil Service Code, which enshrines the following core values (core values) of employees as honesty, integrity, objectivity and impartiality. At the same time also adopted the Code of Management Civil Service Management Code (CSMC), which determines rules and instructions of ministries and departments on the conditions of public service functionaries.

Today, the civil service is formally in charge monarchy in the person of the queen, although in fact on behalf of the monarchy system civil service is managed by higher state bodies and officials, namely: Prime Minister, Minister, Cabinet of Ministers, Ministers. The slogan of the selection system personnel for the civil service was formulated in 1850: “service offers a career open to talent”. Today a set of higher administrators is carried out by the existing Civil Service Commission an independent state body formally subordinate

to the monarch, and includes several stages, in particular, conducting a written exam, interview and interviews [18]. In addition, the country has a statutory order appointment to some positions without the organization of the competition, namely out of necessity to receive classification certificates are vacated “positions for which appointments are made directly by the Crown” (senior officials in the system central authorities).

Currently, the English promotion system is being noted rigidity at all levels, as there are serious limitations in transition from one institution to another, and takes into account, above all, the place an official in the ministerial hierarchy, not his professional achievements. Much attention in the UK is paid to professional issues training in the field of civil service, for which the state creates conditions for training of all persons working in government agencies. Main part employees are studying at the College of Civil Service by programs training of future managers and special promotion programs qualifications. At the same time, training under the programs “MPA” and short-term professional development courses for the state sector on a paid basis and carries out a number of different educational institutions profile.

To develop professional skills, British experts suggest use an individual plan of professional development of the employee, which is also an integral part of the mechanism of the individual long-term career planning and professional development in the field civil service.

Thus, in the system of professionalization of the PPCS in the UK it is possible highlight the following characteristics: the existence of clear evaluation criteria competence of public administration, which creates a positive incentive to increase their level of education and professional skills, and availability training centers and programs that allow the civil service system promptly respond to the goals and objectives of political and socio-economic situation in the country.

5. Eastern model of professionalization of PPCS

Today we have several successful examples of state societies whose service is built on meritocratic (from the Latin *meritus* – worthy, worthy of the Greek. *kratos* – power, rule; management principle) principles.

For example, from Ser. XX century in Singapore was the formation and continues to develop the state management elite, mostly elected from among

the most intellectually developed and socially recognized representatives from all walks of life. It is used in the country Code of Conduct for Civil Servants, the defining principles of which are: incorruptibility; honesty; decency; political neutrality; rejection of use their official position to achieve their private interests; refusal to provide services to any external participant; refusal to participate in activities that may lead to a conflict of interest. That is, Singapore is still pursuing a personnel policy that is based on “three principles: awareness of strategic importance and the key role of talent and leadership among civil servants; meritocracy – system of recruitment and promotion of employees on their basis professional and business qualities; fundamental requirement for leaders – honesty and sincerity”.

In order to make decisions on promotion and rewards staff undergoes annual certification using the implemented increased on the basis of Shell's capacity assessment system. At the heart of this The system has two main tools: performance evaluation, which includes self-assessment of results and qualitative evaluation of activities, and evaluation capacity, which is a development recommendation and an overall assessment potential supervisors. It is based on the model of competencies [19, p. 25], which focuses primarily on intellectual abilities (HAIR) as well on results and leadership. 1983 Potential Appraisal System (PAS), which created on the basis of Shell's capacity assessment system. At the heart of this The system has two main tools: performance evaluation, which includes self-assessment of results and qualitative evaluation of activities, and evaluation capacity, which is a development recommendation and an overall assessment potential supervisors. It is based on the model of competencies [19, p. 25], which focuses primarily on intellectual abilities (HAIR) as well on results and leadership.

A special role in the policy of professionalization of PPCS in Singapore devoted to training and retraining and professionalism staff. Yes, the country has a permanent Civil Service College (CSC – Civil Service College), which aims to: create a research center with studying the practice of public policy, as well as finding new ideas on everything world in the field of public administration; exchange of experience between sectors civil service and business; developing a common system of values, feelings community and corporate spirit of civil servants [20]. In addition, every civil servant is entitled to 100 hours of training per year, c of which 60% are work-related courses, 40% are self-development courses, self-improvement.

In the context of research of mechanisms of professionalization of PPCS it is expedient note that in Singapore, civil servants receive competitive market rates based on a flexible wage structure (c 1988) depending on productivity. Reform measures, carried out in the system of remuneration, provided: the introduction of a payment system work related to the personal effectiveness of the employee; monetization medical benefits and a gradual reduction in pension benefits as part of the course government to reduce commitments for future generations; introduction salary range for senior civil servants in order to increase flexibility in personnel management, etc.

At the same time, it is the main tool for replenishing the personnel reserve The country's top executives have scholarships from the Singapore government. Scholars choose according to two characteristics: they should be included in the top 1% graduates of the school and have the competence of management (participation in volunteer movements and public organizations, etc.). Scholarships are issued annually and are intended for higher education in the best universities at home and abroad. Ministries and committees independently form the required number of scholars, and if the criteria fit more applicants, scholarships can be awarded to all. After graduation, such graduate scholars must be trained Management Associates Program (MAP), specially created for those who are starting their careers at civil service [19, p. 24–25].

An extremely important element of the professionalization of PPCS in Singapore mentoring acts. To this end, the college program has developed several courses that civil servants have the opportunity to study the managerial role of the mentor, which allows them to be more effective in the future interact with your subordinates and develop them. In the context of the subject of our study, extremely interesting as well there is an experience of professionalization of PPCS in Kazakhstan, which after the collapse The USSR succeeded in modernizing its personnel policy in the civil service.

Today part of the functions of personnel work in the public sphere services are provided by personnel management services, and the other – Agency of the Republic of Kazakhstan for Civil Service Affairs, which reports directly to the head of state. Basically functioning of the civil service laid down the principles of division of positions on political and administrative, stimulating professional growth civil servants, as well as meritocracy, which provides as follows: admission to civil service is carried out on the

basis of a competition; evaluation of applicants carried out according to the criteria of their personal abilities, knowledge and skills; the same treatment of all civil servants with the aim of non-discrimination; equal remuneration for equivalent work (payment depending on results of work); encouraging civil servants to achieve effective results in their activities, correction of the activities of those whose the results are not fully satisfactory dismissals of employees, the results whose activities are not satisfactory [21].

Thus, the proclamation and creation of an effective and modern corps civil servants in Kazakhstan is accompanied by a clear understanding that in order to implement this task it is necessary to change, first of all, the mentality of an official who has an “executive functionary” become a “public service provider”. Accordingly, such the manager must have top special competencies.

Functions for the implementation of personnel policy in terms of training, retraining and advanced training of civil servants in Kazakhstan is run by the Academy of Public Administration under the President of the Republic of Kazakhstan together with regional training centers. Annually on average, 1/3 of civil servants are trained in courses retraining and advanced training, thanks to which during for a three-year period, one hundred percent state training is provided employees.

Thus in the system of training the system actions directed are provided on the effective use of the potential of the International Presidential Scholarship Republic of Kazakhstan “Bolashak” and “Nazarbayev University”. In particular, training and retraining abroad, as well as professional training internships within the relevant quota allows for a qualitatively new one level of their professional development and is an additional mechanism of motivation.

Based on a combination of national traditions and adaptation of practice developed European countries in the civil service of the Republic of Kazakhstan the institute of mentoring, within which they are formed, is being widely developed “mentor-protége” pairs: in weekly meetings the mentor shares experiences, teaches protégés decision-making skills, analyzes complex cases and helps to adapt. According to USAID experts who evaluated a program that combines Western mentoring techniques and is adopted for paternalistic culture of Central Asia, the practice of transferring experience and knowledge from the older generation to the younger proved to be quite effective [19, p. 29].

At the end of the analysis of the eastern model of professionalization of PPCS consider the experience of Japan, where the effectiveness of the state apparatus is achieved by account of the creation of an elite civil service, namely the involvement of the best talented graduates of central higher education institutions. At The current Constitution of Japan enshrines the status of civil servants as “Servants of the whole society, not any part of it” (Article 15) [22].

Appointment to the service is based on the results of competitions exams designed to reveal the personal merits of the candidate, his professional training and business qualities. Only exams are allowed Japanese subjects. Through competitive exams there is a promotion [23, p. 78].

In Japan, in order to ensure the efficiency of operation civil service institutions focus on providing its staff to all necessary, maintaining high morale in the team, encouragement enthusiasm and creativity of each employee, realizing them the strategy of “joy of work” (Civil servants from work have to feel: “joy of creation / joy of thinking” (self-determination), “joy growth” (sense of achievement), “joy of solidarity” (connection with someone), “joy of making others happy” (competence) [24]. Although, traditionally in Japan, it is believed that the potential is not special ability, which is endowed only with units. When every employee is high motivated and uses its potential, it creates a favorable climate and raises vitality within the institution [25]. That is the Japanese model Professionalization PPCS assumes that staff: functions the most effective in groups, affecting emotional potential; capable of development and changes; is willing to work for the benefit of the institution.

Today, the civil service personnel management system Japan provides a guarantee of employment, attracting new employees training, remuneration depending on length of service, flexible system salary. In particular, an important advantage of management benefits is Japanese style is the practice of lifelong employment in the civil service ensures the availability of qualified personnel and motivates everyone employee to work and stay creative and innovative. This style management: deepens the sense of belonging of employees to the organization; virtually eliminates interagency mobility and staff rotation and allows you to have the number of civil servants of all three is small categories.

Promotion in the civil service is based on seniority work and business qualities of the employee. To do this, the work of the employee evaluated

annually by its head (head of department in the ministry), which sends the relevant opinion (report) to the director of the department on approval. If the latter does not agree with the assessment contained in the report, he can prepare his own written opinion [22, p. 432–434].

Particular attention in the professionalization of PPCS is paid to the system training and professional development of managers, which includes the following interconnected subsystems: lifelong employment system, personnel system rotation, reputation system, on-the-job training system, system wages. In addition, a characteristic feature of this system is clear hierarchy. For example, in Japan it is believed that Tokyo University prepares ministers, Keio University – money, Waseda University – friends. A key role in the system of training and professional development civil servants are given their training in the workplace as one of the elements of the lifelong employment system. Thus, shaping staff of university graduates, the civil service of Japan does not require them special training, proving the training of its employee (former university graduate) to the level required by the state position employee [26, p. 228].

Retraining and advanced training of state employees service is engaged in the Institute of Advanced Training under the Office of personnel affairs. At the same time, there is an opinion that high-ranking officials it is no longer expedient to teach, so such specialists go through only stages self-training and self-education.

Thus, the Japanese model is closely related to the Japanese a culture that has its own traditions and unique distinctive features. In particular, it focuses on the inner world of man, his needs as internal and external, taking into account personal characteristics for determining the specifics of its work. In addition, the purpose and values of the institution are designed for the long term and coincide with the purpose and values of its employees.

6. Conclusions

So, summarizing the above, we can state that professionalization of civil service human resources is important function of any government agency, organization, enterprise. From the timely and complete solution of socio-economic and organizational tasks largely depend on efficiency functioning of public authorities.

However, ensuring public administration is highly qualified specialists is a complex, continuous process that increases efficiency the entire civil service system. According to historical practice, the formation of state personnel policy can be effective in this case compliance with certain requirements and conditions, it includes consistent implementation a number of research, organizational, managerial, political and legislative action.

Summing up the analysis, we note that the system Professionalization of the PPCS in the United States has the following features: decentralization vocational training systems and the lack of administratively defined a pool of national management training institutions; competency model is characterized by individualized and narrow-profile managerial competencies; availability on the market works properly offer a wide range of professionals who are narrow focused on solving problems in the field of civil service; absence de facto uniform standards for the formation of the level of knowledge and skills acquired in the field of civil service; high role of appointments in the state system services and strengthening the responsibility of civil servants for their results professional activity; the presence of a “system of merit”; priority and developed ethics system for civil servants; simplified procedures dismissal, encouragement of high staff mobility; unification of state employees; dissemination of internal and external training programs, distance and electronic forms of learning, focused mostly on development of leadership, creative, moral and psychological, intellectual, communicative potential; active use of the institute of mentoring etc.

Considering the results of the study of the features of professionalization PPCS in the EU, note that the main features European model of professionalization of PPCS are: flexibility of the system; availability training system; developed system of motivations; systems human resource management aimed at the development of intellectual and emotional and psychological potential; priority in professionalization Efficiency of ethical measurement; involving a wide range of institutions in professionalization of PPCS, etc.

In general, the eastern model of professionalization of PPCS is characterized thus: is more focused on professional skills, abilities of employees and them development for universal application within one organization; clear hierarchy of training and professional development system; determines the need to develop the inner world of man on a value

basis; lifelong employment system; developed on-the-job training system; developed institute of mentoring; using flexible wage systems, etc.

Given the above results, in our opinion, it becomes clear that the professionalization of human resources should be considered through the prism of the formation of the ability to be creative and innovative activities of employees that can be further used to perform and achievement of strategic functions of the state body. In fact, it means that professionalization enhances the professionalism and activity of civil servants state body.

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