



ECONOMIC PRECONDITIONS FOR THE INTRODUCTION OF PUBLIC-PRIVATE PARTNERSHIP IN THE FIELD OF VOCATIONAL EDUCATION IN UKRAINE

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Abstract.

Relevance: the study of economic preconditions for the training of qualified specialists is a necessary prerequisite for the comprehensive implementation of the national policy of public-private partnership.

Purpose: to outline the economic preconditions for the introduction of public-private partnership in the field of vocational (technical) education in Ukraine.

Methods: theoretical, statistical, macroeconomic, comparative and retrospective analysis, reduction of time series to uniform prices

Results: the interrelation of changes in quantitative and expenditure parameters in physical and uniform prices with the definition of real economic preconditions for the introduction of public-private partnership in the field of vocational education is analyzed; the close connection of these preconditions with macroeconomic parameters of the state of the Ukrainian economy and its institutional environment is revealed; the shortcomings of the expenditure policy that caused negative trends in this field of education are outlined; the necessity of reorientation of institutional changes to the promotion of private enterprise as a priority task for creating decent preconditions for directing human capital to the development of the national economy is substantiated.

Conclusions: it is proved that the paradoxical discrepancy between quantitative indicators and funding for vocational education has subjective sources related to the price factor, and objective, related to the lack of institutional incentives for entrepreneurship to establish public-private partnerships.

Keywords: *professional (vocational) education, public-private partnership, national economy, institutions, budget.*

Introduction. The state of professional (vocational and technical) education (P(VT)E) is closely related to the state of the national economy. This connection is two-way and has certain features. The education sector does not receive direct income from public spending and private investment. It creates human productive, intellectual and creative capital to generate income in the public and private sectors of the economy. Human capital is crucial for the development of private business and state budget revenues.

The abandonment of command centralized management has significantly changed the conditions for the functioning of P(VT)E in Ukraine. Significant signs of change are the liberation of the Ukrainian economy from the Moscow dictates and the promotion of entrepreneurial activity. The target guidelines of state institutions are no longer to ban private enterprise, but to establish a mutually beneficial partnership with it.

The mastery of these new conditions was interrupted by an attempt to seize Ukraine by force on

February 24, 2022. The course of hostilities gives grounds to assert that the task of P(VT)E in the near future will be to train specialists for the recovery of the national economy. The study of economic preconditions for the training of qualified specialists is relevant for solving this problem and the transition to public-private partnership.

Sources. Economic development is facilitated by the compliance of the institutional environment with the investment and innovation initiative of private capital. Harmonization of these components in the form of public-private partnership (PPP) is a catalyst for the civilization process.

In the UNECE Manual (United Nations Economic Commission for Europe, 2008, p. 1) in this regard, the concession is indicated as a form of private financing and know-how of the private sector in the public sector. The modern vision of such a partnership has some differences, it is introduced «... in order to obtain a synergistic effect in the realization of public and state interests (sustainable development of society, efficient economic development, improving the quality of life, creating public goods, etc.) ...» (Kruhlov, 2019, p. 20).

One of the most important tasks of the education system in the context of modern institutional transformations is the need: « - to build an effective system of professional training of competitive personnel and create conditions for professional development of the individual throughout life; to establish public-private and social partnership on the basis of co-financing and joint management of educational institutions;» (Education in Independent Ukraine: Development and Competitiveness, 2021, p. 3). The fulfillment of this task is inextricably linked with the general state of the Ukrainian economy, which is accompanied by a deterioration in the quantitative indicators of vocational (technical) education (Radkevych, 2021). That is, economic preconditions have been an important element of reforming this educational sector since the independence of the Ukrainian state (Radkevych, 2019).

Experts of the European Training Foundation (ETF) (2017, p. 61) in the context of consideration of Ukrainian issues of vocational education give the following definition: «Looking at international experience of the use of Public-Private Partnership in VET, it can be understood as a mechanism for coordinating action and sharing responsibility between public and private stakeholders in VET, with a view to formulating, designing, financing, managing or sustaining a project of common interest». In a broad sense, it is about the coverage of the education system of all segments and categories of the working

population on the basis of social partnership. For example, the interest and learning of adults, a significant number of whom, approximately 59%, do not participate in economically active activities (OECD, 2019, p. 15).

The issue of education financing is debatable in the context of the PPP concept. This problem is that: «Employers cover only 2% of the total cost of vocational education and training, while in EU countries the share of employers' costs can reach 60%» (UGP Education Expert Group, 2019).

A review of domestic and foreign sources shows a significant interest in P(VT)E as a driver of economic and social change.

The purpose of this study is to outline the economic preconditions for the introduction of public-private partnership in the field of vocational (technical) education in Ukraine.

Methods. The methodological principles of achieving this goal are a comparative analysis of official statistics. The directions of these comparisons are chosen taking into account the possibility of their use in promising research. According to foreign experience, people should be put in the first place: «...And ensure that PPPs provide value for money. Before a project begins, it is important to undertake a full cost/benefit analysis». (United Nations Economic Commission for Europe, 2008, p. 59-60).

General methodological guidelines for the analysis of economic preconditions for the introduction of PPP in the field of P(VT)E are aimed at identifying:

- a) the parameters of the receipt of financial resources;
- b) the need for changes in the funding mechanism due to inefficient operation;
- c) the expediency and economic feasibility of costs to ensure the potential economic effect.

This publication highlights the beginnings of such a comprehensive study, which is based on theoretical methods of retrospective analysis of key indicators. The number of educational institutions and pupils of P(VT)E is compared with the expenditures in this field of education. For in-depth cost analysis, the method of achieving end-to-end comparability of time series is used (Parfentseva, Popova, 2008). This method is designed to comply with the parametric unity of cost indicators throughout the chronological sequence. It consists in bringing the whole dynamic series of expenditures to a single price level. The methodology of research in this area of education is expanded by comparing with the annual changes in Ukraine's GDP. The connection between the results of statistical surveys and institutional changes has

been studied using the methods of macroeconomic analysis.

Results. The study of economic preconditions for the introduction of PPP in the field of P(VT)E in Ukraine is based on a comparative analysis of changes in the number of educational institutions and students with changes in spending on this area of education.

Primary Analysis

The primary analysis of P(VT)E used official statistics on the number of institutions and pupils (State

Statistics Service of Ukraine, 2021) and expenditures in kind. (Education in Independent Ukraine: Development and Competitiveness, 2021, p. 350, p. 353). During 2002 – 2020 quantitative indicators of P(VT)E in Ukraine had mainly negative dynamics with significant unevenness of changes (Table 1). In general, the reduction was: institutions - 1.35, pupils - 2.03 times. That is, in 2020, about 2 times fewer qualified specialists were trained for the Ukrainian economy than in 2002.

Table 1

Quantitative indicators of P(VT)E in Ukraine, 2002 - 2020.

Year	Institutions, units	Pupils, thsd.	Growth rate, %	
			– institutions	– pupils
2002	962	501,90	–	–
2003	953	493,10	-0,94	-1,75
2004	1011	507,30	6,09	2,88
2005	1023	496,60	1,19	-2,11
2006	1021	473,80	-0,20	-4,59
2007	1022	454,40	0,10	-4,09
2008	1018	443,60	-0,39	-2,38
2009	975	424,30	-4,22	-4,35
2010	976	433,50	0,10	2,17
2011	976	409,40	0,00	-5,56
2012	972	423,30	-0,41	3,40
2013	968	391,20	-0,41	-7,58
2014	814	315,60	-15,91	-19,33
2015	798	304,10	-1,97	-3,64
2016	787	285,80	-1,38	-6,02
2017	756	269,40	-3,94	-5,74
2018	736	255,00	-2,65	-5,35
2019	723	245,80	-1,77	-3,61
2020	711	246,90	-1,66	0,45

Let's compare these changes with changes in macro-level indicators and expenditures on P(VT)E.

According to official statistics, the total population of Ukraine in 2002 - 2020 decreased by almost 15% (from 48.7 to 41.4 million people) (State Statistics Service of Ukraine, 2021, p. 25). Such demographic changes have had a negative impact on the education industry. But they cannot be considered as a fundamental destructive factor in the renewal of the labor potential of the economy.

Consolidated budget expenditures for P(VT)E during 2002-2020 increased by 15.7 times (from 733.06 to 11515.88 mln UAH) (Fig. 1). The study of relative changes in spending provides insight into the general nature of the policy in terms of the structure of sources and rates of funding. The structure of spending on P(VT)E has changed radically. The burden was transferred from the state to local *Professional Pedagogics* / 1(24)'2022

budgets: a decrease by 1.8 times (from 701.90 to 392.50 mln UAH) and an increase by 357 times (from 31.16 to 11123.38 mln UAH), respectively.

2011 is the actual year of the change in the sources of funding for P(VT)E, when the share of expenditures from the state budget decreased to 19.6%, and from the local budget increased to the corresponding 80.4%. In 2015, there is a further increase in local budget expenditures and a decrease in public expenditures in the structure of the consolidated budget to almost 2.0%.

Such radical changes in the structure of expenditures are accompanied by a high degree of unevenness in their receipts. The annual growth rate of the consolidated budget expenditures changed from the highest in 2005 (53.82%) to negative in 2014 (-5.98%), and the state budget expenditures – from the largest in 2005 (54.18%) to negative in 2015 (-90.57%). It is significant that in 2014-2015, the

state budget expenditures on P(VT)E decreased 10.6 times (from 1321.20 to 124.60 mln UAH).

The 357-fold increase in local budget expenditures was also uneven: the annual growth rate fluctuated from the highest in 2007 (485.90%) and in

2011 (338.81%) to negative in 2014 (-5.73%). In 2006 – 2007 it increased 5.8 times (from 90.31 to 529.13 mln UAH), in 2010 – 2011 – 4.4 times (from 972.55 to 4267.62 mln UAH).

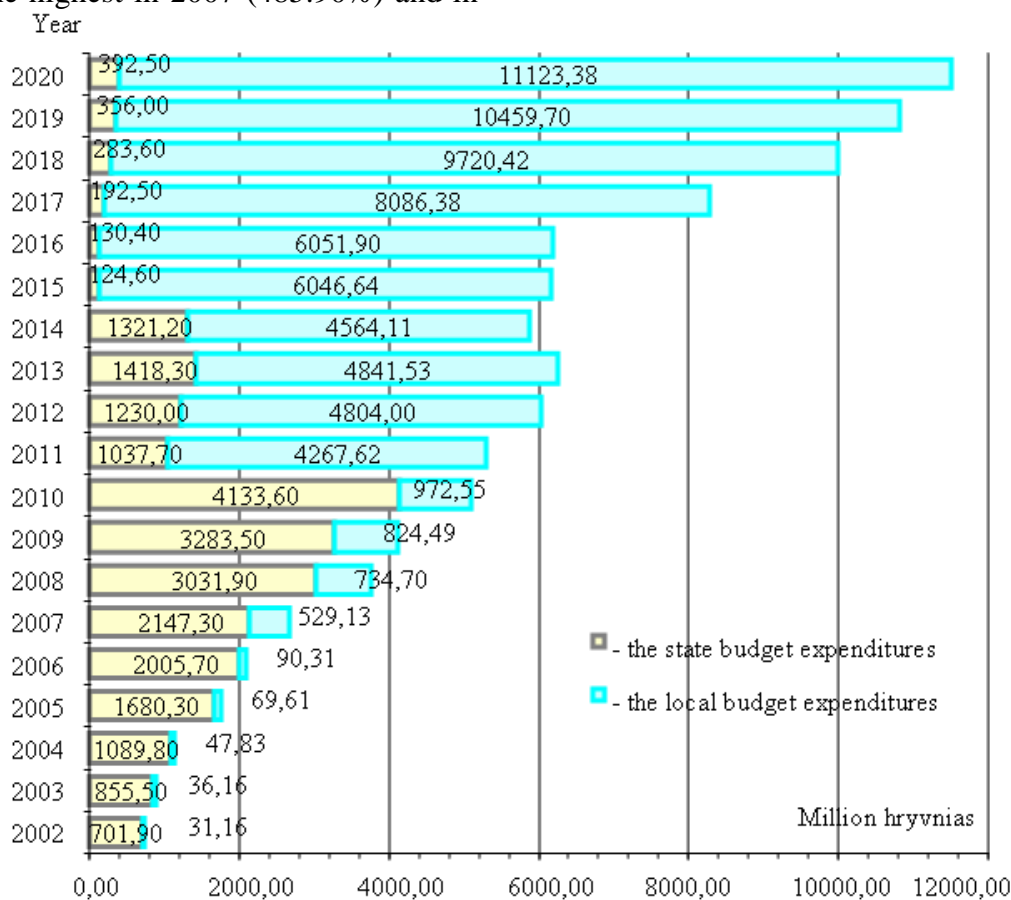


Fig. 1. Structure of expenditures on P(VT)E in Ukraine in 2002 – 2020 (at current prices)

Radical institutional changes in the sources of expenditures on P(VT)E and their multiple increase are accompanied by extremely negative changes in the defining indicators of this educational sector. Comparison of the above time series shows a close feedback of the consolidated budget with the number of institutions and pupils, correlation coefficients, respectively: -0.84 and -0.93.

This inconsistency of changes in indicators within the industry encourages a return to expanded economic comparison at the macro level. The data in Table 1 and Fig. 1 allow for a comparative analysis of changes in quantitative indicators and expenditures on P(VT)E with periodic changes in the Ukrainian economy:

- 2002 - 2008 - GDP growth rate averaged 6.8%:
 - the number of institutions increased from 962 to 1018 (5.8%),
 - the number of pupils decreased from 501.9 to 443.6 thousand (-11.6%),
 - consolidated budget expenditures increased from 733.1 to 3766.6 mln UAH (413.8%);

2008 - 2011 - a decline in GDP growth (-15.1% in 2009):

- the number of institutions decreased from 1018 to 976 (-4.1%),
- the number of pupils decreased from 443.6 to 409.4 thousand (-7.7%),
- consolidated budget expenditures increased from 3766.6 to 5305.3 mln UAH (40.9%);

2011 - 2014 - almost unchanged GDP growth rates:

- the number of institutions decreased from 976 to 814 (-16.6%),
- the number of pupils decreased from 409.4 to 315.6 thousand (-22.9%),
- consolidated budget expenditures increased from 5305.3 to 5885.3 mln UAH (10.9%);

2014 - 2020- decline in GDP growth (-9.8% in 2015):

- the number of institutions decreased from 814 to 711 (-12.7%),
- the number of pupils decreased from 315.6 to 246.9 thousand (-21.8%),
- consolidated budget expenditures increased from 5885.3 to 11515.9 mln UAH (95.7%).

The above comparison shows that the relationship between the GDP growth rates and the growth rates of the number of institutions and pupils of P(VT)E is medium (correlation coefficients 0.57 and 0.33, respectively). Such a state, although negative for the economy as a whole, does not contradict the logic of the relationship of the studied indicators.

At the same time, the study at the macro level shows a discrepancy similar to that observed at the

level of P(VT)E. Multiple growth of expenditures is observed against the background of generally negative changes in the economy of Ukraine. The set of identified contradictions provides grounds for in-depth analysis.

Deep Analysis

In an in-depth analysis, the time series of costs in actual prices (Fig. 1) are adjusted to the prices of the last year of the study (Fig. 2).

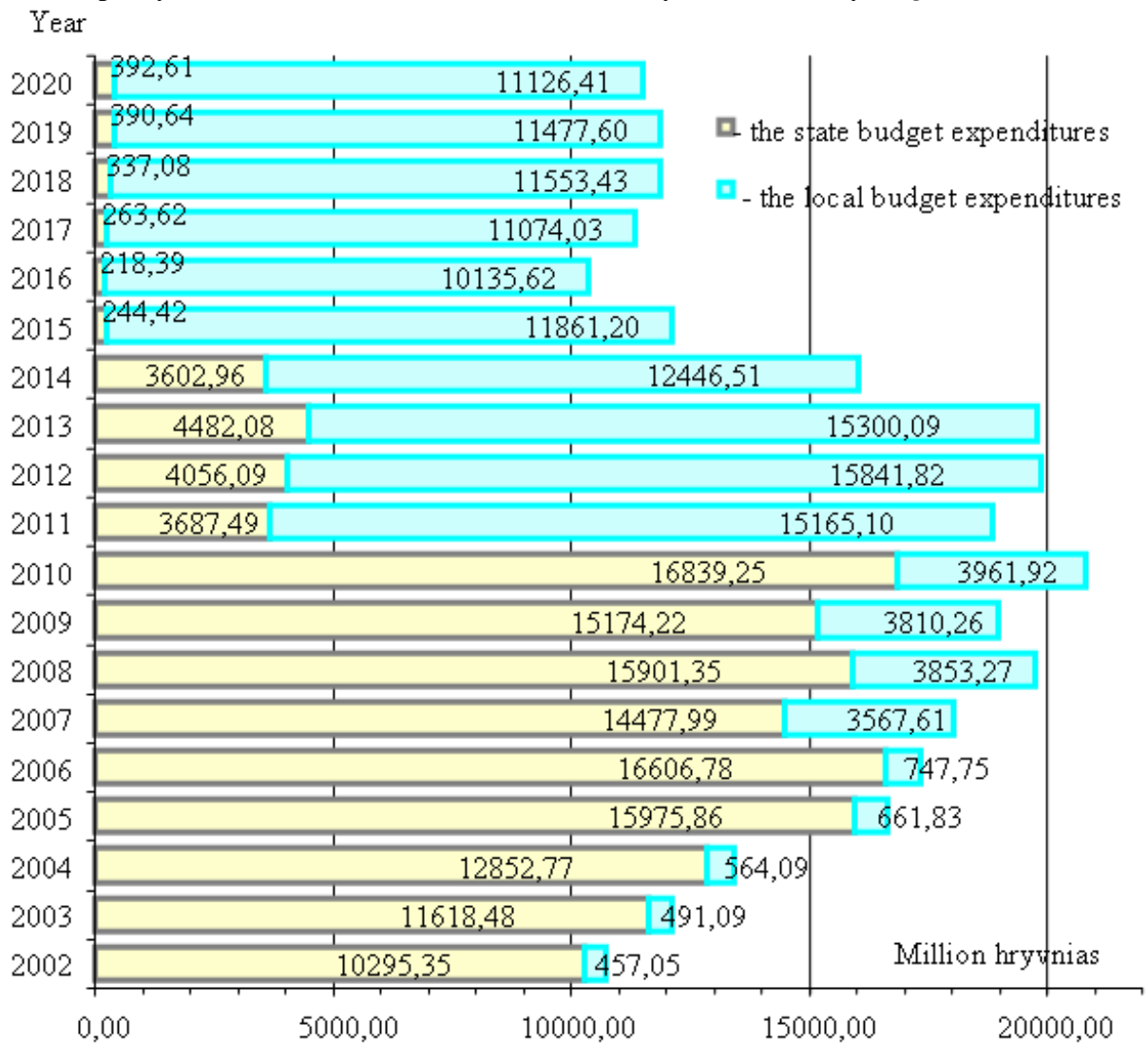


Fig. 2. The structure of expenditures on P(VT)E in Ukraine in 2002 - 2020 (at 2020 prices)

According to the data obtained on the increase of consolidated budget expenditures on P(VT)E in 2002 - 2020 is no longer 15.7 times (as it was at current prices), but 6.7% (from 10752.40 to 11519.01 mln UAH). There is a significant difference not only in size but also in the nature of growth of this indicator. If, according to data at current prices, they are almost steadily growing (with the exception of a slight decrease in 2014), then its changes according to data at 2020 prices are cyclical, with the top of the cycle in 2010. Elimination of errors associated with fluctuations in the value of the monetary unit also gives a more

reliable idea of the structural changes in expenditures on P(VT)E. In general, expenditures from the state budget decreased not by 1.8 but by 26.2 times, and from local budgets - increased not by 357, but almost proportionally by 24.3 times.

The comparative analysis at the macro level demonstrates a closer connection between changes in expenditures on P(VT)E and general economic changes in Ukraine. For example, the consolidated budget expenditures changed over the periods as follows: in 2002-2008 they increased not by 413.8%, but by 83.7%; in 2008 - 2011, 2011 - 2014 and 2014 - 2020 did not increase by 40.9%, 10.9%

and 95.7%, but, on the contrary, decreased by 4.57%; 14.87%, 28.23%, respectively. At the same time, the annual growth rates of expenditures on P(VT)E by sources of revenue at 2020 prices are also characterized by a high degree of unevenness.

Discussion. Bringing economic indicators to uniform prices has corrected errors in the statistical estimation of P(VT)E at current prices. But the question of extremely negative changes in quantitative indicators with almost unchanged funding for this industry remains open. The reasons for this discrepancy lie at the institutional level.

First of all, we should consider a radical change in the structure of expenditures on P(VT)E. The result of the decentralization reform in Ukraine has been a change in the sources of funding for vocational education with a predominant burden on the budgets of local governments. These funds, according to the Ministry of Education and Science, cover the needs of vocational schools by only 45-60% (Office of Financial and Economic Analysis in the Verkhovna Rada of Ukraine, 2019, p. 12). Their financial support was actually transferred from one state pocket to other dispersed state pockets. Strong transaction costs for building a new diversified distribution infrastructure are to be expected from such reforms. The reduction in the quantitative indicators of P(VT)E can be explained by the diversion of expenditures from their provision for their new subordination.

The next indirect but important reason is that these structural changes have left aside private enterprise. That private enterprise, the emergence of which was supposed to be a sign of the abandonment of the former command administration. That private enterprise, which was supposed to constitute a powerful sector of the national economy. And, finally, they left aside private enterprise, the needs of which are satisfied by the P(VT)E system. Instead, these structural changes have clear signs of an institutional transition to a state-local partnership. This approach calls into question the existence of private enterprise with which public partnership can be established.

Market relations in Ukraine were established not in a natural way, as was the case in other countries, but in post-Soviet ruins. Voucher privatization of state property has spawned a handful of so-called oligarchs. Their monopoly behavior slows down the development of small and medium-sized businesses. Their monopoly position provides extra profits without the cost of technical improvements and training of highly qualified workers. On the

contrary, the lower the qualification of the employee, the more you can save on his salary.

The orientation of Ukraine's economy to the export of food and industrial raw materials is another reason for the lack of demand for vocational education.

On the one hand, such production involves the possession of relatively simple skills that are quickly acquired directly in the workplace. On the other hand, modern youth is attracted by such high-tech activities, the need for and education of which is not widespread in Ukraine. This is the set of circumstances that push the entire system of P(VT)E beyond the interests of the national economy. The lack of demand for labor makes its supply unnecessary. Labor resources are not used properly with corresponding losses of GDP (Popov, 2011).

Foreign experience is free from such a past, and therefore has no such rudiments. The power of modern states – leaders of the world economy – is based on entrepreneurial initiative. Partnership between the interests of the state and entrepreneurship shows a strong synergistic effect. The system of training qualified specialists has the appropriate settings.

For example, the commercial company Nissan, founded in 1933, provides a qualified education in its own system, Nissan Automobile Technical College (2022). The scale of the public-private partnership of this company has gone far beyond Japan. In addition to 5 colleges in Japan, training is provided in the United States and the United Kingdom. The UK government provides a government subsidy for the purchase and benefits of using Nissan cars (2022). The first is the actual subsidization of the Japanese producer, and the second - to stimulate demand for its products.

Analytical calculations of the Ministry of Education and Science of Ukraine are timely in the context of creating economic preconditions for the introduction of PPP in the field of vocational education in Ukraine. Before the start of hostilities in 2022 in order to eliminate the shortcomings of this field of education, additional funding is required, which totals 635 mln UAH. (Ministry of Education and Science of Ukraine, undated, pp. 16, 19). This amount is more than 1.5 times higher than the expenditures on P(VT)E from the state budget of Ukraine in 2020. As can be seen from the above, according to the list, the interests of the business sector of the economy are directly related to overcoming these shortcomings. Requirements for the content and arrangement of the educational process are also in the competence of

entrepreneurship. Therefore, under appropriate institutional conditions, it may be interested in the necessary funding of the P(VT)E system. In the conditions of martial law and preparation for the post-war recovery of the national economy, such an approach can give the necessary economic and social effect of PPP.

Conclusions. The current economic preconditions for the introduction of public-private partnership in the field of vocational education in Ukraine are paradoxical. A slight increase in expenditures is accompanied by a significant decrease in the quantitative indicators of P(VT)E. Consistent analysis has identified a number of sources for this paradox.

The first source was the price factor of statistics. Bringing financial indicators to uniform prices has eliminated the paradoxical discrepancy between changes in expenditures and macroeconomic parameters of the Ukrainian economy.

The second source lies in the reform of the structure of expenditures. Local budgets are components of the budget system of Ukraine. They do not contain free investment funds to finance P(VT)E. Thus, the change in the structure of expenditures in 2002 – 2020 only replaced the monopoly state administration of P(VT)E with administration in the form of state-local partnership.

Such a transfer of responsibility helps to bring the training system closer to the local needs of qualified specialists. At the same time, local authorities have not been provided with institutional support in establishing public-private partnerships.

The third source is the lack of institutional incentives for free enterprise to partner with the state. The state's attitude to entrepreneurship is dominated by the requirements of providing tax revenues and payments of various kinds. The strong investment potential of entrepreneurship in support of vocational education remains unnoticed.

The paradoxes identified in this study outline the directions of promising research. Creating economic preconditions for the introduction of public-private partnership in the field of vocational education in Ukraine requires a comprehensive approach. From substantiation of appropriate institutional changes to procedural and methodological support of the educational process. To remove the problem of financial support, it is necessary to find ways to transform vocational education into an active creator of public-private partnerships. Significant world experience in the use of P(VT)E to increase the labor potential of the national economy is achievable. With its proper study by domestic scientists, it can be used as a «reward for lateness».

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ЕКОНОМІЧНІ ПЕРЕДУМОВИ ЗАПРОВАДЖЕННЯ ДЕРЖАВНО-ПРИВАТНОГО ПАРТНЕРСТВА У СФЕРІ ПРОФЕСІЙНОЇ ОСВІТИ В УКРАЇНІ

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Реферат.

Актуальність: дослідження економічних передумов підготовки кваліфікованих фахівців є необхідною передумовою комплексного запровадження національної політики державно-приватного партнерства.

Мета: окреслення економічних передумов запровадження державно-приватного партнерства у сфері професійної (професійно-технічної) освіти в Україні.

Методи: теоретичні, статистичні, макроекономічного, порівняльного і ретроспективного аналізу, приведення рядів динаміки до єдиних цін.

Результати: проаналізовано взаємозв'язок змін кількісних і видаткових параметрів в натуральних і єдиних цінах з визначенням реальних економічних передумов запровадження державно-приватного партнерства в галузі професійної освіти; виявлено щільний зв'язок цих передумов з макроекономічними параметрами станом української економіки та її інституційним середовищем; окреслено ті недоліки видаткової політики, які спричинили негативні тенденції в цій освітній галузі; обґрунтовано необхідність переорієнтації інституційних змін на сприяння приватному підприємництву, як першочергового завдання для створення гідних передумов спрямування людського капіталу на розвиток національної економіки.

Висновки: встановлено причини парадоксальної невідповідності кількісних показників і фінансування галузі професійної освіти – суб'єктивні (пов'язані з ціновим чинником) і об'єктивні (пов'язані з відсутністю інституційного стимулювання підприємництва до налагоджування державно-приватного партнерства).

Ключові слова: професійна (професійно-технічна) освіта, державно-приватне партнерство, національна економіка, інститути, бюджет.

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