

## 1.1. THEORETICAL BASIS OF DEVELOPMENT OF PUBLIC-PRIVATE PARTNERSHIP IN THE FIELD OF VOCATIONAL EDUCATION IN THE POSTWAR PERIOD

### ТЕОРЕТИЧНІ ЗАСАДИ РОЗВИТКУ ДЕРЖАВНО-ПРИВАТНОГО ПАРТНЕРСТВА У СФЕРІ ПРОФЕСІЙНОЇ (ПРОФЕСІЙНО-ТЕХНІЧНОЇ) ОСВІТИ В ПОВОЄННИЙ ЧАС

**Валентина Радкевич**

доктор педагогічних наук,  
професор,  
дійсний член (академік) НАПН України,  
директор Інституту професійної освіти  
НАПН України,  
<https://orcid.org/0000-0002-9233-5718>  
[mrs.radkevich@gmail.com](mailto:mrs.radkevich@gmail.com)

**Valentyna Radkevych**

Doctor of Pedagogical Sciences, Professor,  
Full Member (Academician) of the NAES of  
Ukraine, Director of the Institute of  
Vocational Education of the  
NAES of Ukraine,  
<https://orcid.org/0000-0002-9233-5718>  
[mrs.radkevich@gmail.com](mailto:mrs.radkevich@gmail.com)

*Виокремлено основні принципи розвитку державно-приватного партнерства у сфері професійної (професійно-технічної) освіти: цілісність, зв'язок теорії з практикою та продуктивною діяльністю, децентралізація управління, рівноправність партнерів, узгодженість інтересів сторін партнерства, соціальна відповідальність, бенчмаркінг, спільне фінансування та розподіл ризиків між партнерами; удосконалено зміст поняття «державно-приватне партнерство у сфері професійно-технічної освіти та навчання» як системи довгострокових взаємовигідних договірних господарських та організаційних відносин державних і недержавних суб'єктів з метою залучення додаткових інвестицій в професійну освіту та навчання, підвищення рівня спільної відповідальності за прийняття рішень, що становлять суспільний інтерес, досягнення педагогічного, соціального, педагогічного та економічного ефекту*

*The main principles of development of public-private partnerships in the field of vocational education and training are highlighted: integrity, connection of theory with practice and productive activity, decentralization of management, equality of partners, coordination of interests of the parties to the partnership, social responsibility, benchmarking, joint financing, and risk sharing between partners; the content of the concept of «public-private partnerships in the field of vocational education and training» has been improved as a system of long-term mutually beneficial contractual economic and organizational relations of state and non-state entities with the aim of attracting additional investments in vocational education and training, raising the level shared responsibility for making decisions of public interest, achieving pedagogical, social, pedagogical and economic effects.*

**Ключові слова:** державно-приватне партнерство (ДПП), професійна освіта та навчання, принципи, співпраця, законодавство.

**Keywords:** public-private partnerships (PPPs), vocational education and training (VET), principles, cooperation, legislation.

In the postwar recovery of the country's economy, the need to reconstruct the socio-economic system is actualized on the basis of: the development of the information and network economy, which includes the spread of information and digital and neural network technologies and leads to significant changes in property relations, forms of work and the distribution of production results (changes in the forms of implementation intellectual property, development of shared use, cluster type of living space organization, remote work, etc.); focus on energy efficiency, economically clean production, «green» economy, etc (Heiets et al., 2022).

The sustainable economic growth of the country in the postwar period will also be facilitated by the effective functioning of commodity and production markets and the labor market, the introduction of new concepts and technologies of personnel management, mechanisms for developing the professionalism of employees, ensuring the necessary conditions for the use of their labor potential. A management technology based on the principles of public-private partnerships is effective in implementing these areas. The legislator defines the term «public-private partnerships» (PPPs) as cooperation between the state, its territorial communities represented by responsible state bodies that manage state-owned objects, local self-government bodies, the National Academy of Sciences of Ukraine and national branch academies and state partners, legal entities, except for state and municipal enterprises, institutions, organizations (private partners), which is carried out on the basis of agreements in accordance with the procedure established by this Law and other legislative acts (On public-private partnerships, 2010).

PPPs have proven to be a universal institution that combines planning and market selfregulation. This institution enables the formation and development of a system of mutually beneficial long-term economic and organizational relations between public authorities, local administration, social institutions and the private sector based on the following principles: equality before the law of public and private partners; prohibition of any discrimination of the rights of public or private partners; coordination of interests of public and private partners for mutual benefit; recognition by public and private partners of the rights and obligations stipulated by the legislation of Ukraine and determined by the terms of the agreement concluded within the PPPs, etc. Participation in PPPs projects allows public authorities to achieve goals of public interest, such as the development of educational and social infrastructure, support for basic research, solving environmental and educational problems, etc. For private partners, this type of cooperation facilitates investment in the construction and rehabilitation of PPPs facilities, especially in the context of martial law and post-war

economic recovery, as well as maintenance and transfer of some of the risks arising in the course of PPPs implementation to partners, etc.

Sources. The legal framework for PPPs in Ukraine is: The Constitution of Ukraine (1996), the Civil Code of Ukraine (2003), the Commercial Code of Ukraine (2003), the Law of Ukraine «On Public-Private Partnerships» (2010), other legislative acts of Ukraine, as well as international treaties of Ukraine ratified by the Verkhovna Rada of Ukraine.

The specifics of cooperation between national public and private partners on a contractual basis are defined in the National Economic Strategy for the period up to 2030 (2021), the State Strategy for Regional Development for 2021-2027 (2020), and the Sustainable Development Goals of Ukraine for the period up to 2030 (2019).

PPPs in the field of VET have been updated in the objectives of the Strategy for the Development of Vocational Education and Training until 2023 (2020). In particular, an important task is to implement PPP projects in the field of vocational education and training (VET): establishment of training and practical centers with the participation of private partners, co-financing of vocational training programs for future specialists, involvement of production workers in teaching at VET institutions, introduction of innovative production technologies, forms and methods of VET, assessment of students' learning outcomes, development of VET standards and educational programs, and dissemination of the practice of obtaining VET in the dual form of education.

The conceptual provisions for the modernization of VET on the basis of PPPs are disclosed in the concepts: Implementation of the state policy in the field of VET «Modern Vocational Education and Training» for the period up to 2027 (2019); training of specialists in the dual form of education (2018); the State Targeted Social Program for the Development of Vocational Education and Training for 2022-2027 (2022). In particular, according to the Concept for the Implementation of the State Policy in the field of VET for the period up to 2027, the development of PPPs and the relationship with the labor market is implemented through: the formation of a system of professional qualifications and the creation of a unified educational environment for VET; the introduction of mechanisms to encourage employers to participate in the educational process; and the creation of conditions for the development of a dual form of VET; recognition of the results of non-formal and informal education, professional qualifications; popularization of VET among students, adults, professional development and career planning.

National stakeholders in PPPs in VET include the following: The Ministry of Education and Science of Ukraine, the State Employment

Service, the Ministry of Social Policy of Ukraine, the Ministry of Economy of Ukraine, the State Statistics Service of Ukraine, the National Academy of Sciences of Ukraine, sectoral academies and their structural units, employers' organizations, etc.

According to the Laws of Ukraine «On Education» (2017) and «On Vocational Education and Training» (1998), the state is responsible for registering VET institutions, developing state VET standards for specific professions based on a competency-based approach, licensing and certifying VET institutions and teaching staff, etc. In PPPs, the Government is a special economic entity that uses the private form of capital to achieve certain goals of society.

The main effective partners of VET institutions at the regional level are regional state administrations, state employment services, employers' associations, trade unions, entrepreneurs, regional Vocational Education Councils, and other public organizations and associations. The regional labor market is characterized by significant changes in demand for skilled labor.

One of the key external parties to PPPs is society. This may include trade unions, employers' organizations and associations, consumer protection agencies, religious organizations, professional associations and other non-governmental organizations dealing with social development issues (Radkevych, 2022). In particular, employers' organizations participate in the formation of the system of training, retraining and advanced training of employees, conducting research on current and future needs of the labor market for professional qualifications, forming and placing state and regional orders for training, etc. (On employers' organizations, their associations, rights and guarantees of their activities, 2013).

The goal was to identify and characterize the principles of PPPs development in the field of VET; to find out the possibilities of taking them into account in establishing cooperation between educational institutions, state and non-state actors.

The methods included the study of scientific sources, legislative, regulatory and legal documents, empirical data on the development of the public-private partnerships in the field of vocational education and training; theoretical analysis and synthesis, generalization of views on the problem under study to determine the principles of PPPs development in the field of VET, and drawing conclusions.

Results and discussion. The essence of PPPs in VET is to improve the forms and methods of relations between all stakeholders in the educational process. In close contact with them, VET institutions realize their main task of training qualified, competitive specialists capable of ensuring high quality products and labor productivity (Osypenko, 2017).

Given that a principle is a binding requirement, a regulator of scientific research, an active expression of the laws of the educational process, the principle of PPPs in the field of VET should be understood as a defined system of initial provisions, requirements for cooperation between the parties to the partnership, the fulfillment of which ensures its necessary effectiveness. PPPs principles in the field of VET are implemented both at the national and regional levels. In particular, at the national level, partnerships with public authorities are aimed at ensuring equality before the law of public and private partners in order to obtain mutual benefits, efficiency of activities than in the case of a public partner without involving a private partner, etc. (On public-private partnerships, 2010).

In the development of PPPs in VET at the regional level, especially in the postwar period, it is important to create a unified educational space and ensure the quality of VET through the modernization of educational and social infrastructure, matching the professional and qualification structure of training qualified specialists to the needs of the regional labor market, taking into account the priority development of production and service sectors, taking into account the demand of individuals for VET in professions in accordance with their abilities and capabilities, increasing the social responsibility of PPPs stakeholders in the field of VET. A significant number of pragmatic educational programs, projects, and technologies are the means and ways to achieve the effectiveness of regional VET systems. That is, the leading principle of forecasting the regional model of VET, in the author's opinion, is not the status of educational institutions, for example, vocational or professional college, etc. but the status of educational programs, including those focused on the needs of regional labor markets (Radkevych, 2016).

In modern conditions, the partnership of VET institutions and business entities is increasingly developing on the basis of the principle of integrity.

On its basis, regional educational and production clusters are created, whose participants benefit from the synergy effect that arises in the process of combining financial, human, technological, etc. resources in the professional training of qualified specialists. The general principles of professional training of future specialists in the conditions of the educational and production cluster by L.I. Korotkova (2020) include: scientific, objective, purposeful, progressive, efficient, adaptable, specific principles include cooperation and competition, coherence of interests and interconnection, information provision, modeling, etc. The association of business entities and VET institutions into educational and production clusters contributes to increased labor productivity and economic efficiency of enterprises, on the one hand, and, on the other hand, to the active promotion of their products and technologies offered by private companies

to VET institutions in order to organize professional training of qualified specialists.

It is also important in the development of PPPs to take into account the provisions of the principle of cooperation and finding compromises, which directly contributes to the establishment of a dialogue and makes it possible to equalize the balance between labor supply and demand, improve the quality of VET, modernize the material and technical base of VET institutions, etc. Cooperation between VET institutions and business entities is particularly effective at the regional level, as it has a positive impact on the rational use of teaching aids, attracting various investments to create hightech jobs, and preventing funding for inefficient or duplicated educational programs. This interaction is regulated by the Law of Ukraine «On Social Dialogue» (2010). An example of cooperation between VET institutions and businesses in training qualified specialists is also the conduct of special labor market studies and the creation of training and practical centers in various sectors on the basis of educational institutions.

In accordance with the principle of social partnership, VET institutions interact with PPPs entities to maximize the alignment of interests of all participants in this process in order to overcome the tendency of labor resources not meeting the needs of the regional labor market, reducing the risks associated with socio-economic changes in society, improving the structure and management of VET institutions, developing new areas of training qualified specialists, and maintaining the position of VET institutions in the regional market of educational services. Relations with social partners provide VET institutions with access to information about available jobs in the labor market, employers' requirements for the level of professional qualifications and professional competence of the workforce; ensure the quality organization of internships for VET students and employment of graduates. In view of this, VET institutions are increasingly becoming regional centers of interaction with social partners, where the tasks of vocational guidance of students and the issues of resource support for the educational process are comprehensively addressed. In accordance with the principle of social partnership, VET institutions develop a system of collective bargaining, strengthen the organizational and legal framework, and train participants in social partnership.

There is significant cooperation between VET institutions and employers in modernizing the content of education. It is about joint development of professional standards, state standards of VET in specific professions based on a competency-based approach, curricula and programs, etc. Of particular importance is the definition of the regional component in accordance with the needs of a particular industry. The selection of the

content of the subjects included in the regional component is based on the integrative nature of concepts from different fields of knowledge, the possibility of using modern technical and technological knowledge and skills in combination with the social and humanitarian component.

Employers cooperate with the pedagogical staff of VET institutions in organizing and implementing practical training in the workplace. In addition, employers are involved in the development of internship programs, control tasks, criteria for assessing learning outcomes and remuneration of vocational education and training students during internships, creating safe learning and professional conditions, appointing mentors for the period of internships, meetings of examination commissions for state exams, etc.

A part of a large PPPs project is a dual form of obtaining a VET. Its widespread implementation has a positive effect on increasing the percentage of employment of VET graduates; assessing the quality of professional training of qualified specialists by employers in real production conditions; organizing internships for teachers and masters of industrial training at hightech production facilities; involving production specialists in teaching activities; reducing the burden on the state and community budgets; ensuring close ties between education, science, production, etc. (Strilets, 2019 a).

The leading principle, on which the dual form of education is based, is the principle of connection of theory with practice and productive activity. It is especially important in ensuring a harmonious connection between technological knowledge and the practice of its application in economic sectors and the prospects for obtaining professional qualifications. The connection between theory and practice is reflected in standards, educational programs, curricula, etc. Therefore, it is important to link theory and practice in modern production conditions, when enterprises are actively introducing new equipment and technologies, and intellectual functions are expanding in the structure of a specialist's labor activity, in particular, in the management of automated production systems, etc. This enables vocational education and training students not only to get acquainted with production processes but also to apply hightech techniques and skills at workplaces in industry and service sectors. This form of education is based on the integration of the content of the educational material with the use of block-modular structuring of curricula based on the combination of theory and practice.

In order to disseminate the experience of introducing the dual form of education in VET institutions of Ukraine, an all-Ukrainian experiment was launched in 2019 on the following topic «Organization of professional training of future qualified specialists in the dual form of education» (2019-2022 pp.) under the scientific supervision and consultation of the Institute of

Professional Education of the National Academy of Pedagogical Sciences of Ukraine. In the course of the experiment, the pedagogical staff of the Dnipro Center for Vocational Education and Training developed working curricula for the training of qualified specialists in the machine-building industry in the dual form of education, methodological recommendations for organizing the dual form of training for future turners using the progressive experience of Germany (Strilets, 2019 b).

The connection with productive labor makes it possible to organize industrial training and practice based on the production of products of increased complexity and the provision of quality services to the population. This contributes to the formation of the ability of VET students to perform complex production processes using modern equipment and technologies, as well as the development of professional values and professionally important qualities. The effectiveness of cooperation between VET institutions and employers increases significantly when employer partners move from the position of outside observers and exclusively consumers of educational services to the position of interested participants in innovative educational and production processes, which in every way contributes to the acquisition by students of a set of professional competencies that meet the requirements of the modern labor market.

The development of PPPs in VET is based on the consideration of the fundamental rules of governance principles that guide PPPs entities in their professional activities. These include the following principles: democratization, which means ensuring that decisions are developed and discussed collectively; scholarship, according to which management is based on the achievements of science, in particular, it is based on scientifically based recommendations of professional training, psychology, labor, introduction of new forms and methods of teaching, and progressive pedagogical experience. The scientific nature of the management of VET institutions involves organizing the creative work of teachers to improve the educational process, making decisions based on knowledge and taking into account the real conditions, not the subjective opinions of managers, searching for new things, relying on scientific knowledge, mastering the pedagogical and psychological foundations of managing the teaching staff, etc. These include knowledge and skills in planning PPP projects, namely: define a schedule and reflect in it the tasks to be performed by each partner; task management, which involves setting deadlines for each task and preparing reports on the status of key elements of the tasks; teamwork through a central document repository that partners involved in the project

have access to; exchange of calendars and contacts (scheduled meetings, dates of events that are automatically updated in all partners' calendars); management of deficiencies and unintended consequences; tracking the time allocated for each task in the project (Radkevych, 2020).

In the development of PPPs, the principle of decentralization of management based on the implementation of a regional approach to building the capacity of VET is important. Based on this principle, the autonomy of VET institutions is ensured by expanding their powers, and, consequently, increasing the responsibility of managers and pedagogical staff of these institutions for the quality organization of management, self-realization and self-regulation; continuous updating of the content of VET programs, ensuring quality, integrity, and flexible organization of the educational process; timely public and transparent reporting to the public; formation of a modern educational environment, including an inclusive one with a universal design for training VET students with special educational needs, etc. The autonomy of vocational education and training institutions implies independence in decision-making on the implementation of state and regional educational policy, functioning in conditions of a clear distribution of rights and powers, multi-channel financing, ensuring close connection with the labor market, compliance with the provisions of regulatory documents, etc.

Cooperation between the administration of VET institutions and employers is of particular importance in ensuring decentralization of management. At the regional level, this type of interaction takes place through the Regional Vocational Education Councils, which are established in accordance with the recommendations of the Ministry of Education and Science of Ukraine (On Approval of the Model Regulation on the Regional Council of Vocational Education and Training, 2019). The tasks of employers who are members of these public associations are to make decisions related to the approval of the regional order, financing of educational services, and optimization of the network of VET institutions. Effective interaction of VET institutions with state authorities and local self-government bodies, the scientific community, public organizations, legal entities and individuals is carried out through supervisory (board of trustees), at the meetings of which issues related to the prospects for the development of VET institutions are considered, attracting financial resources and exercising control over their use to ensure activities in the main areas of development (On Approval of Methodological Recommendations for the Establishment of a Supervisory (Trustee) Board of VET Institution, 2021).

Another important principle is the principle of equality of partners, according to which the legal form of PPPs projects provides investors with attractiveness, security of investment in state property and contributes to the realization of the main goal of the project, i.e. the development of the VET sector as a strategically important educational subsystem for the state economy. To do this, the state must perceive a private investor as an equal partner, requiring him to fulfill his obligations under the agreement on the one hand, and guaranteeing that his own obligations are fulfilled one hundred percent on the other.

The principle of aligning the interests of the parties to the VET partnership ensures modeling and integration of VET with the labor market; effective management decisions are made when forming a state or regional order for workforce training; proactive development of professional standards, state VET standards for specific professions based on a competency-based approach and educational programs, taking into account the needs of private partners and VET students; financing the modernization of educational programs and infrastructure; improving the quality of VET through the introduction of a full-fledged dual form of education, according to which VET students have the right to choose an enterprise to obtain a professional qualification and future employment, and then, in accordance with the enterprise's proposals, to conclude an agreement with a VET institution to obtain an educational qualification.

An equally important principle of PPP development in the field of protected areas is the principle of social responsibility, especially of business entities. This principle is viewed primarily as obligations voluntarily assumed by companies and enterprises to address socially significant issues at the sectoral, regional and national levels. At the same time, the level of responsibility of enterprises for the impact of their decisions and actions on society and the environment through transparent ethical behavior is growing. According to this principle, the expectations of the partnership's stakeholders in the PPP results are taken into account, and compliance with applicable laws and international standards of behavior is ensured. Most PPPs projects in the field of VET contribute to the acceleration of educational reforms in view of rapid technological progress characterized by the expansion of digitalization, ensuring a holistic approach to innovation management, taking into account the context of implementation of progressive foreign experience, etc. (Radkevych, 2022).

In the implementation of PPPs projects in the field of VET, it is important to take into account the provisions of the benchmarking principle,

which makes it possible to perform project tasks legally based on compliance with legal norms, confidentiality of the participation of the partnership parties in the implementation of PPPs projects, openness of the distribution of powers and discussion of information, development of the corporate culture of the partnership entities, prohibition of dissemination of information or project data outside the consortium for other purposes, etc. This principle is reflected in the learned ethical and legal values, norms of behavior and activities of VET teachers and partners, in their awareness of their own duty, the essence and significance of their

deeds, actions and results of professional activity. PPPs are based on stable relationships between stakeholders in cooperation. Therefore, the principle of cofinancing is becoming increasingly important in the development of PPPs, which involves taking into account existing legal mechanisms that facilitate agreements on costsharing for VET projects. Cofinancing of VET PPPs projects is increasing the share of private initiatives by businesses, which are changing their status from educational service providers to partners. Encouraging business participation in PPPs projects leads to a reduction in the role of the state in financing the VET system, leaving it with regulatory functions

and the role of an educational service provider. As a result of the increased leading role of business in financing VET, it holds a much higher position than the educational service provider in determining the content and forms of VET, including dual programs. According to the principle of cofinancing of VET, the needs of the individual and the labor market are harmonized with the offers of educational services of VET institutions for obtaining educational and professional qualifications, and the implementation of investment projects in the field of VET. The principle of risk allocation, in particular between PPPs partners in the field of VET, aims to take into account the specifics of various risks inherent in PPPs projects, such as economic or legal, etc. In the case of environmental risk, it is important to identify the impact of climate change factors during the preparation of the PPPs project and its implementation. Legal risk is associated with contracts for PPPs projects in VET. Legal risk management is based on accurate documentation of PPPs contracts. It is important to ensure that PPPs contracts are legally binding, so the legal system should support contracts with project documentation. Therefore, it is necessary to ensure that investors have access to their rights under national law so that the relevant provisions of the PPPs agreement can be enforced. In the distribution of risks between PPPs partners in the field of VET, it should be

taken into account that some of them cannot be qualified as active, namely: force majeure (transfer of unforeseen risk); contractual default (reflected in the concessionaire's risk transfer agreement, if any); poor management (transfer of risk if the concessionaire does not receive its expected profit due to ineffective internal management); poor supply due to inefficient procurement etc.

Conclusions. PPPs in the field of VET is defined as a system of longterm, mutually beneficial contractual economic and organizational relations between state and non-state entities in order to attract additional investments in the development of VET, increasing the level of joint responsibility for making decisions of public interest, achieving pedagogical, social and economic effects. The development of PPPs in the field of VET is based on the following principles: the principle of integrity, the principle of cooperation and finding compromises, the principle of social partnership, the principle of connection of theory with practice and productive activity, democratization, scholarship, the principle of decentralization of management, the principle of equality of partners, the principle of aligning the interests, the principle of social responsibility, the benchmarking principle, the principle of cofinancing, the principle of risk allocation. Based on their consideration in the postwar period, investment projects related to the restoration or construction of new educational (social) infrastructure (for example, Training and practical centers (by industry), Centers of professional excellence, educational and production clusters, hubs, dormitories, libraries, canteens, etc.) will be more effectively implemented ), educational programs for the professional training of qualified specialists in demand by the labor market will be financed, the participation of business entities in the modernization of the material and technical and educational and methodological base of VET institutions, in the systematic implementation of innovative production technologies, improvement of content, forms, methods and means of professional training of future specialists, etc. Ultimately, this will contribute to the implementation of measures to improve the quality and accessibility of VET, its attractiveness in society, meeting the needs of national and regional labor markets for qualified specialists, and sustainable economic development of the country, especially in the post-war period.