

THE TRANSFORMATION OF THE SYSTEM FROM PERSONNEL PREPARATION FOR PUBLIC EMPLOYMENT MUNICIPAL LEVEL IN DECENTRALIZATION POWER CONDITION

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Abstract. The problem of transformation of the professional training system for public service personnel is acute. The model of the personality of a public servant as an object of professional training is proposed. The emphasis is on the content and process transformations of the system of professional training of public servants in post-Soviet countries. Conceptualized the main directions and components of reforming the system of professional training of public servants for the needs of municipalities, their forms and mechanisms of implementation were determined.

Keywords: transformation, public service, vocational training, vocational training, municipal level, decentralization of government.

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Introduction

In our time, there are global changes in state, social, managerial, educational, cultural values. The study of the problems of the public service system formation at the present stage is becoming increasingly relevant and practical in a context of the simultaneous action of two crucial factors in modern society: the globalization of all social life elements and the decentralization of management models for the realization the public power. Such processes have become a generalization characteristic of the current stage of development of public-legal relations, including relations in the field of public administration and public service.

New paradigm of public service in the conditions of globalization

Indeed, on the one hand, there is a unification of legal norms and social practices of public administration in the context of the information society development. On the other hand, in conditions of stable democracy, it is natural to expand the powers, resources and responsibilities of public authorities at the local and regional levels, including the territorial communities.

Public service, influenced by time and with the development of the state as a «corporation of public services», should change in accordance with the needs and interests of society and the community. In the context of expanding the powers of local self-government, taking into account the experience of European countries, one of the main factors in the development of a territorial community is the quality indicator of people who come to work in the public sphere and their attitude to the service in it. In other words, the quality of personnel training, first of all, for municipal entities is in the forefront.

Due to the actualization of the personnel training problem for the public service, there is a need to rethink the generalized characteristics of the professional training system and development of public service personnel, its adaptation to the new realities of the functioning of public authority.

R. B. Dinhardt and Dzh.V. Dinhardt grounded a complex of seven principles of the new civil service (NPS - New Public Service) (*Denhardt, R., Denhardt, J., 2000*):

1. Serve and not manage.
2. Satisfy the needs of society.
3. Think strategically, manage democratically.
4. To serve together all citizens, not separate ones.
5. Be accountable to society.
6. To consider the value of a person, and not performance of activity.
7. The meaning of society and public service is above entrepreneurship.

Post-modern public service model, or, as it is briefly called, Post-NPS (NPS - New public service) is formed in the 1990s, when focus is shifting from key elements of a rational-bureaucratic system to public servants as people, their individual freedoms and humanistic factors, which essentially determines the effectiveness of public administration.

The main categories that reveal the essence of this model are:

- social and personal values;
- humanism;
- organizational values of development;
- organizational climate;
- openness of organizational systems, networks.

This model assumes that improving the quality of working life in an organization (satisfaction from work and work relations, leadership quality, knowledge and competence, a variety of management tools, organizational culture, etc.) ultimately determines broad socio-economic changes in society.

Thus, the essential meaning of the subjective characteristics of a person is given - not only to the motives of its behavior, but to the whole spectrum of emotions and feelings that affect the relations between real people. Proponents of this model believe that in today's globalized world public administration should be based on a sincere and open dialogue between all parties, including citizens with public servants (*Denhardt, R., Denhardt, J., 2007*).

Improves productivity and significantly develops social capital, an affiliate model of public service chosen for further implementation by modern Scotland. According to this model, the government, local government and service organizations should maintain and develop links with each other and with the public, create conditions for expanding the capacity of the public and the communities to design and deliver quality public services.

Practically this model in Scotland is planned to be implemented through a political agreement between the national government and local self-government, on the basis of which a clear action plan will be formed for all involved entities. Prior to this, potential partnerships

develop and coordinate with the government their activities. Thus, the requirement of this agreement should be that partnerships are created around real problems - to achieve concrete socially significant results.

All parties should identify priorities and take steps that will reduce the cost of public service and demand for it in the longer term. For the dissemination of good practices and their continuation, all public service providers should publicly report on how best to achieve results through coordinated actions and partnerships (*Commission on the future delivery of public services, 2011*).

Thus, the analysis of world experience in the conceptual organization of personnel training systems for public service suggests that the partnership models of state and civil society participation in the process of forming a professional public service institution are now prevalent. Such cooperation allows diversifying the sources of vocational training and obtaining a synergistic effect from the productive interaction of public administration and the internal and external staggers of this process.

Motivational mechanisms of forming a personality of a public servant

A key element in the training system for a new formation of public servants is the formation of a person's readiness to implement his key competencies in new conditions.

The analysis of the theoretical and applied aspects of psychological peculiarities of the readiness of civil servants and officials of local self-government for professional activity in the conditions of decentralization suggests that this phenomenon is quite complex for the knowledge of the object. Researchers in the field of human sciences characterize this phenomenon, as a rule, through the description of the individual psychological and psychophysiological qualities of the worker of the system "man-man", covering his numerous abilities, abilities and skills and professional qualities in the context of their demand in the performance of tasks (*The development and modernization of the system of training and advanced training as a guarantee of professional competence of civil servants, local self-government officials and local council deputies, 2017*).

In the study of V. Rybalka on the basis of the synthesis of scientific data and developments P. Anokhin, M. Bernshtein, F. Lersha, O. Leontiev, O. Lurie, V. Rusalova, K. Platonova developed a three-dimensional psychological structure of personality. It covers the following interrelated dimensions (*Rybalka, 1996*):

- the socio-psychological-individual – «vertical», which covers the substructure of socially determined orientation, experience, mental processes, biopsychic properties of the individual. Important components are communication and self-awareness. The need for a substructure of communication is due to its important, key role in the process of the individual socialization and in the formation of its adequate mental (intellectual) qualities. And self-consciousness, or the I-substructure, in fact, is the "core of personality", which is needed for the formation of any idea of the individual structure;

- the activity - the «horizontal» dimension of the person constitute mental processes and functions arising as a result of its interaction / communication with the external environment, activity and communication. This internal psychological structure has such elements as motivational, sensory or emotional, cognitive and behavioral behavior;

- the genetic – «time» or «age» includes factors and abilities as a result of development, temperament and other psychophysiological qualities.

Taking into account the above, it is important from the point of view of determining the basis for forming a model of psychological readiness of public servants for the professional activity of qualitatively new conditions is to ensure the unity and interaction of the three-dimensional system components of basic parameters of the individual integral psychological structure.

Therefore, in the process of modeling, not all properties of the public servant personality should be reflected, but only those that are essential for the readiness to solve their professional tasks within the framework of substantially extended powers that is decentralized by the authorities. The appropriate set of personal qualities should ensure the emergence of such an integrative property of the municipal level public servant as his psychological readiness for professional activity in the conditions of power decentralization and the expansion of powers and responsibilities of territorial communities.

American experts in the field of work psychology, as a rule, adhere to a «personal» approach. They traditionally limit the scope of the concept of professional competence or personality traits, or knowledge, skills, abilities, and use the abbreviation KSAO (*Orzhel, Palii, Kravchuk, 2007*):

- knowledge;
- skills;
- abilities;
- other characteristics (other).

In American practice, they tend to interpret professional competence as an important behavioral aspect or characteristic that can be manifested in effective or successful actions.

Model of personality of a public servant of a municipal entity

Simulation, as a method of research, is now widely used both in science and in technology, both in production and even in everyday life. The model is mainly used to provide visual representations of other objects.

Modeling is widely used in public administration studies, and it is not accidental, since using it as a method leads to a significant improvement in the understanding of the role and place of systems, structures, and management spheres. Most scholars consider modeling as an integrative method that combines the empirical and theoretical in the study, combining the construction of a "scientific abstraction and experiment" in the course of studying a public object [4].

In our view, the model of the personality of a municipal level public servant should be based on the consideration of groups of professionally meaningful, socially significant and personally significant personal qualities. At the heart of the model, the principle of the priority needs and interests of the territorial community for public servants of the municipal level is implemented (Table 1).

Within the framework of the developed model, the basic knowledge of normative legal documents, psychological peculiarities of human behavior, formed informational competence, including media and computer skills, critical thinking and ability to establish causal relationships in the process of professional activity, understanding of vertical and horizontal lines in inter-sector interaction, positive ethics in interpersonal interaction, etc.

Table 1

Model of a public servant personality

The professional qualities	The social qualities	The personal qualities
the basic knowledge of normative legal documents	organizational competencies, teamwork skills and cooperation skills	creativity and initiative
psychological peculiarities of human behavior	openness to the territorial community problems	ability to analyze and critical thinking
formed informational competence, including media and computer skills	openness and willingness to compromise	flexibility and divergence of thinking
ability to establish causal relationships	oratorical skills, knowledge of communication etiquette	responsibility for decisions made
understanding of vertical and horizontal lines in inter-sector interaction	tolerance, understanding of the coexistence of different cultures and recognition of their differences	adaptability to different roles and levels of responsibility
the basic knowledge of law questions, connecting with the ability and using the information	teamwork skills and cooperation skills	the ability to learn throughout life
demonstration the positive ethics in interpersonal interaction	soon and quality reaction at the needs of the territorial community realization	build a professional career

Organizational competencies, teamwork skills and cooperation skills, openness and willingness to compromise, oratorical skills and knowledge of communication etiquette, tolerance, understanding of the coexistence of different cultures and recognition of their differences are counted among socially important qualities.

The personal qualities of the public servant's personality must be expressed through creativity and initiative, ability to analyze and critical thinking, flexibility and divergence of thinking, responsibility for decisions made, adaptability to different roles and levels of responsibility, the ability to learn throughout life and build a professional career.

Formation of the public servant personality is a complex dynamic process, which is conditioned by the mutual influence of external and internal components. Continuity of higher education systems and the real employer (local government) forms an external component. The internal component should include the personal motivational sphere and the level of intellectual development of the person. In this case, intelligence can be considered as the content core of the individual.

Thus, in the context of contemporary globalization challenges, it is important to create conditions that maximally facilitate the close interaction between institutions of higher education and the real employer in relation to the formation of the personality of a public servant.

Transformation of the professional training system of a public servant for the municipal administration

The main elements of the personality model of a public servant of the municipality are the basis for the formation of a new model of vocational training for local authorities taking into account the logic of the formation and assessment of personality traits:

- personally significant qualities are formed in the process of lifelong personality and actualized in the process of professional-psychological selection before the procedure of competitive selection;

- socially significant qualities are actualized during internship or staying in the staffing reserve of the public service. They are assessed on the basis of expert assessments of personnel of human resources and personnel services of municipal entities;

- professionally important qualities should be updated during the competitive selection process when taking exams and situational tasks. In addition, the process of formation of professionally important qualities is realized in various forms of professional development, retraining and professional training of public servants. Like other components of the model, professionally important qualities continue to evolve in the process of passing the public service as a person and are periodically evaluated during the attestation.

The contents of the training of public service specialists were tested by the method of expert assessments. During the questioning of experts (officials of local self-government bodies) the priorities in the content of theoretical and practical training of bachelors and masters in the field of public administration and administration were identified. The results of expert assessments have proven that in the process of forming a model of a public service specialist, the logical sequence in forming personally important, socially important and professionally important personal qualities of a specialist should be observed.

The modern public service demands a high level of professional competence and professional development of public servants, but the systems of vocational training (training, specialization and advanced training) of public servants that are used today in most post-Soviet countries, rather correspond to obsolete requirements to the content of education, rather than oriented towards the prospects of transformation Institute of Public Administration. The content of the specialists training, improving their qualifications mainly does not take into account the goals and objectives of the modern, and is totally not oriented to the logic of the public service development in the future. This testifies to the real need for the transformation of such system, its adaptation to the prospects of the public service institute development. For such conclusion there are the following reasons:

- determining the real needs for vocational training of public servants is largely detached from the reality of public administration;

- the system for monitoring and assessing the quality of professional training of public servants needs to be improved, taking into account modern standards of education quality and competence approach;

- in the system of educational services provision for professional training of public servants there is no real mechanism of competition, which makes it ineffective;

- from the system of professional training of public servants, deputy local councils of various levels are de facto excluded, although the degree of their inclusion in the decision-making process under decentralization is significant.

All these and other factors are causing the problem of inefficient use of budget resources aimed at training public servants.

In connection with this, the actual task today is to determine the strategy, mechanisms and methods for the formation of a modern effective system of public servants vocational training in most post-soviet countries. Solving this problem will increase the level of professional competence of public servants, will take into account the needs of the individual in professional development throughout life and will promote the implementation of the principles of good governance in the practice of public administration.

The basic provision that will define the strategy of the public service institute development is the understanding of this process as a continuous, focused set of measures aimed at the implementation of personal and professional growth of public servants on the basis of the integration of their knowledge, competences, skills and abilities. Taking into account this strategic goal, as well as the provisions of the Memorandum of Continuing Education of the European Commission, a new model of professional training for public servants should be based on the following principles:

- motivation for professional development needs of public servants;
- obligation and continuity of professional training;
- purposefulness and predictive nature of the system;
- innovation and practical orientation of the system;
- guarantee of financial resources for professional training of public servants.

A new system of professional training for public servants, as a process, must necessarily include an aggregate sequence of interconnected components, namely:

- forecasting the need for vocational training based on the evaluation of the performance of each public servants;
- state financing of the system of professional training of public servants;
- formation of motivation of a public servant to increase his / her own professional competence;
- assessment of the quality of professional training of public servants, their certification.

Transformation in the training of public servants should ensure the quality and continuity of training, create the right conditions for the exercise of the right of public servants to professional development, expand the range of educational services in the field of vocational training of public servants, and introduce mechanisms for the implementation of continuing education, which will ensure the development of professional competence of public servants.

Taking into account current trends in the development of the educational sector, the forms of professional training for public servants should be:

- obtaining professional education by appropriate educational-professional or educational-scientific programs;
- long-term professional development in general or special professional programs;
- short-term qualification improvement in the programs of specialized training modules, seminars, trainings;
- internship in public service positions in public authorities;
- corporate systems of professional training in public authorities;
- self-education of a public servant.

To build such system of vocational training, it is necessary, on the basis of a competent approach, to develop and adopt professional standards for public service. The introduction of professional standards at all levels will ensure the quality of public servants training in all forms of vocational training.

Thus, the transformation of the public service training system, including for the needs of the municipal level, will contribute to the implementation of public policy standards in the field of professional training of public servants, which will enable the creation of a modern, integrated, mobile and flexible training system with well-developed infrastructure, efficient management and proper resource potential.

Conclusions and suggestions

An analysis of the current state of the vocational training systems of public servants and training of public service personnel suggests that in conditions of power decentralization and the expansion of municipal authorities powers, there is a need for systematic updating of the content and organizational principles of persons vocational training assigned tasks and functions state At the municipal level, such changes will create an effective mechanism for the continuous professional development of officials, ensure the continuity of this process and solve the problem of continuous improvement of the quality of municipal authorities staff.

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