

**PROBLEMS OF ORGANIZATION OF CONTINUOUS TRAINING OF PUBLIC SERVICE MANAGERS IN MODERN CONDITIONS**

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**Key words and phrases:** continuous training; educational organization; public service.

**Abstract:** The paper considers the problem of organization of system of training, retraining and further training of public service' managers.

The main objective of the federal program of civil service reform is: «to create a system of continuous professional training of civil servants, improve the standards and training programs of professional development...».

Problems of continuous education are tackled on the works of many scientists and researchers, such as A.P. Belyaeva, A.L. Denisov, V.A. Ermolenko, E.E. Zaharzhetskaya, N.G. Karkulenko, N.V. Hammer, A.M. Novikov, O.P. Okolelov and others.

Continuous professional training is the one that is completed, individualized over time, and offers everyone the opportunity to implement its own program to obtain [1].

Besides, continuous professional training can be regarded as a mechanism of spiritual development, which appears as a set of tools and processes of self-fulfillment of the work and satisfaction of its cognitive and spiritual needs and requirements and the development of instincts and abilities essential powers and vocation [2].

Now the system of continuous professional training is considered as a direct system, because in modern conditions is not enough to have only basic training, resulting in an educational institution «once and for life»; there's a need

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for the constant human adaptation to rapidly changing socio-economic environment [3].

According to this we will define the continuous professional training of public service managers as direct, continuous process of improving the level of professional competence and development of professionally important qualities of civil servants within their level of professional education, the achievement of a higher educational level in the interest of public service.

Continuous professional training in public service includes:

- professional training of people, who are employed in public service at first time;

- improvement of qualification (at least once in 5 years) in additional or primary professional educational programs to keep the qualification of public servants;

- professional retraining, (i.e. training of employees, who will be displaced;

- training (internship) abroad for employees, who are under 40 years old, who are supposed to take state position in the federal civil service [4].

According to the ongoing changes in political, economic and social spheres, and the available functions, the innovations in the fields of state and local government management, strengthening the regional specificity continuing professional training is necessary for the public servants. Retraining of public service managers is a process of theoretical learning and improving skills in new areas for a public servant and activities. Organization of retraining means close cooperation between: public administration at all levels, government officials and educational institutions of further professional training.

Federal legislation defines that civil servants have to do retraining programs in the following cases:

- during officials' promotion that require more knowledge in specific areas;

- for first-time hired on the civil service' positions. If they do not have basic professional education or have never ever worked for public service.

Internships of public service managers of is organized in order to formulate and consolidate the practical professional knowledge and skills, which have been acquired through theoretical training. It involves studying of modern experience, getting professional and managerial skills to implement new professional responsibilities. Continuous training of civil servants also includes training for improving qualification. Single institutional and legal system of improving the qualification has not been formed yet, so the order, frequency, duration, educational standards, training rules and facilities and financing are regulated mainly by decrees of the President of the Russian Federation and the Government of the Russian Federation. V.E. Chernoskutov defines the training of state and local employees as a learning process of professional theoretical knowledge, skills and learning experience, which is being implemented to improve the performance of their official duties and functional responsibilities [5].

Key areas of public servants training include:

- training with appropriate intervals in time to maintain the skill level for effective performance of official duties;

- training when a supplementary service functions on replacing positions are appeared or if it necessary to do job movements within a given group of posts;
- training an employee who is in personnel reserve, or if it is necessary to make officials' movements without changing the profile of activity;
- training of employees who were employed by state and local service for the first time.

Training and professional retraining of public service managers should be based on certain principles, and implemented through the system of organizational measures mongering the learning process.

The type and nature of training and retraining of civil servants is determined by the public administration system they are intended. Principles of training and retraining of civil servants can be divided into professional and civil, internal for corporation and defining the relationship with citizens and other public institutions.

Professional principles include:

- special knowledge in the areas of political science, economics, social psychology, history and theory of world and domestic public administration, sociology, law, etc.;
- the ability to use these knowledge;
- desire to constantly improve their level of professional competence.

General civil principles require:

- development of high sense of responsibility and civic consciousness, including a number of specific ethical qualities, such as a civic duty;
- integration of motivating skills into the behavior and motivated environmental impact;
- honest and strong to fight corrupt influences. Internal company principles suggest standing up managerial skills, managerial experience, including leadership skills and the ability to compare the goals and ways to achieve them [4].

Principles of cooperation with citizens and other public institutions are based on the acceptance of a model of an open and predictable behavior, registration of a variety of positions and the ability to find the best and the accepted by the society position. At the same time, this position should lead to the achievement of political objectives stated and accepted by society, to the most possible satisfaction of social needs and expectations.

Rational principles of civil service training include the following:

- result-oriented learning;
- flexibility, which assumes a dynamic change of an educational process based on the use of training models;
- the principle of sequential «one subject» learning in which training models are being used, rather than simultaneously in sequence;
- widespread use of methods to enhance learning: the use of different types of case study method (in which problems are identified and ways to solve them are found), socio-psychological training of intensive communication, sensitive training, business games, etc.;

– desire to formulate the students' skills in making independent decisions in non-standard conditions [6].

Organizing of training and retraining of public service managers must be subordinated to the optimal implementation of the above-mentioned principles, and includes the system of measures to create new and improve the existing educational organizations and their departments as well as to optimize the mechanisms of competitive selection of both trainees and trainers.

Training of public servants is not limited to obtaining a particular set of professional knowledge and skills, it is the process of developing a harmonious personality, possessing a set of professionally important qualities and the required level of professional competence. In order to achieve this it is necessary to:

– increase the quantity of hours in the learning process of basic humanitarian subjects and special courses in philosophy, sociology, history of Russian statehood, morality and ethics, issues of culture and art;

– add in the major courses of humanitarian aspect in the form of the history of scientific ideas, psychological, socio-cultural and personal factors of public service;

– organize the learning process based on active approach to help assimilate the knowledge and skills of career development in public service, to develop cognitive abilities, inclinations and professionally important qualities of civil servants.

Development of professionally important qualities of civil servants should become an integral part of their professional training. The important areas in the professional training of civil servants should become humanization of the educational process. Educational programs and programs of training and retraining of civil servants should be focused on the quality of training and development of personality traits of a modern manager. According to state standards the public servants' training should be focused primarily on economic theory and applied economic sciences, along with management techniques. In conditions of economic crisis, when it is necessary to solve economic problems, it is natural to give priority to economic education of public servants. However, it is not correct to determine economics as the main area in the modern training programs for public servants, as position and functions of the state of Russian society have changed dramatically and reduced the sphere of government intervention in the economy. Politics is very important during creation of educational programs for public employees as in contemporary Russian society the relationship between economics and politics is very significant. It is important for the government to train a small group of public servants who will get the positions that will be important for politics during their career. Of course the number of graduates who will get high positions is not large, but the sphere of their future activity is not huge. It is also important to note that almost all of state civil servants are involved in the process of formulating policy.

Analyzing the international experience of training for public service, we can identify some common aspects for all countries. To work for the civil service it is important to have basic education and special training profile, and

for promotion a civil servant should regularly attend various courses, do training and retraining, internships, etc. By the end of the last century in many European and American countries there was the program which is called MPA – Master of Public Administration.

The main programs of training are Western European and American system of training of civil servants. We can also mention the two main Western European models of training for public service – the English and French ones [7]. The English model appeared in the United Kingdom, but subsequently the greatest contribution to its development was made by German scientists, such as Lorenz von Stein, Robert von Moll, Max Weber, identifying research and educational priorities in civil servants' training. The most prominent feature of this approach is the law dominant in the overall training system. In this model, an interdisciplinary approach to education that focuses on the development of systems thinking, communication, teamwork, independence and initiative is used. In the UK there are some factors in the system of training for the public service that might be useful for our country:

- strong aspects to estimate competences of civil servants creates a huge positive stimulus for improving the educational level and professional skills;
- training programs are very flexible, allowing quickly respond to the goals and objectives of the current political and socio-economic situation.

Training system of civil service in Germany, which was originally based on the English approach, has won its own strong position in the European space of education. Versatility and balance of training programs, a centralized approach and continuity of training from basic level to advanced training programs, as well as the flexibility of modular principle of constructing training program – all these factors make the German educational model effective and popular in the international area of public service.

The French model of training of the public service' managers has a lot of branches, levels centralized and ranked according to their learning goals and the degree of learners' preparation, the system of training programs that not only teach, but also help continuously review and improve the system of government management. The French approach is more focused on deep studying of economics.

American approach is based on multidisciplinary approach. Within this approach theoretical questions are considered. In our country there are four models of educational training programs of civil servants.

1. *Programs based on teaching public administration as a part of political science, law and humanities.* This approach is more popular than others. It orients students to acquire knowledge about the conditions and external aspects of the government management. This training system gives preference to the study of political institutions and democratic values, the role of bureaucracy in society, the philosophical aspects of social sciences and history. The advantage of this model is that it creates a serious basis for the consideration of ethical issues of public service, expanding the frame of scientific research for political scientists and experts of public administration. Programs are relatively easy to

create, because they rely on the existing faculties and departments. In this type of programs decision-making courses are usually poorly developed.

2. *Programs that are focused on obtaining professional expertise in the field of management technologies.* This approach is based on studying management in general and focuses on applied aspects of different disciplines. Learning model is based on management disciplines: accounting and control, human behavior in organizations, financial management, marketing, organizational planning, the science of decision-making, etc. In such programs, there is no big difference between the courses of business and public administration management. The advantage of this model is that it includes a wide range of teaching interests. It is easy for graduates to change the sphere where they can apply their knowledge between the public and private sectors. The disadvantage of this model is that it is hard to evaluate the differences between public administration and the other management, and graduates may be unprepared to work in the state public service.

3. *Programs focused on social policy.* The purpose of this program is to prepare professionals who are taught the methods of formulation, analysis and evaluation of social policies, who have skills to make division at the highest level of government. The advantage of this model is that graduates have specific job skills, and the disadvantage is that the job market for such graduates is limited. These programs may miss some important duties of public servants: control, management, organization and other aspects of state public service.

4. *Training Programs focusing on public service as a secondary specialization.* The main idea of this model is that public service is not first, primary profession. Those who work in public service, previously received preparation in various fields. According to this model, training of civil servants means training of professionals that have chosen public service as the sphere to apply their previously acquired knowledge and skills. This model involves state machine experts with different basic education, teaching them the science and art of administration, but ignores the potential power of government. All educational programs specializing in state and municipal management "should be consolidated by one requirement i.e. to train each student as an analyst, a specialist and a leader. The purpose of these educational programs: teaching students analytical and administrative skills along with providing learning and social-political and regulatory context of the relationship between state and civil society. The main idea of these educational programs is that specialists in the field of public service:

- must be familiar with an extremely difficult environment in which public authorities are working;

- modern state employees with a degree in management should know the methods and tools of reforming public institutions, have the ability to manage innovation processes, to overcome social, and organizational inertia of bureaucratic structures;

- graduates must understand the social purpose, social and civic administrative functions;

- They must understand the need to protect and promote the democratic processes of public participation in solving administrative problems;



– public servants must be aware of openness and honesty during the performance of the responsibilities of public service.

Training of public service managers should not be framed only by management techniques and proper administration. Educational programs should pay attention to the standard of public service value. Y. Shlenov offers the following activities in the area of retraining and advanced training of public servants who will contribute to improve the quality and content of training of public service employees [8]:

1) coordinate the work of educational organization in the realization of government orders of civil servants' training and retraining and provide them with consulting and methodological assistance;

2) provide integration of new information, teaching and management technologies into the system of additional professional education of civil servants. These are seminars, business games, round tables, brainstorming, case studies, and discussions. During training sessions didactic materials and practices, based on the use of modern computer and video multimedia equipment are applied;

3) develop state standards for civil servants' training and control the quality of their implementation;

4) create information files and databases of scientific and methodological support of further professional education of civil servants;

5) determine the federal requirements for educational institutions of further professional education, implementing training and retraining programs for civil servants;

6) address issues relating to licensing, certification and state accreditation of educational programs, training and retraining of civil servants;

7) provide systematization and registration of educational organization offering training and retraining of civil servants, and keep a register of these educational institutions;

8) create a website for questions of training public servants;

9) establish and provide the activities of a permanent working training for senior managers and teachers of educational organization, implementing programs of retraining of civil servants on the psycho-pedagogical problems of civil servants' training, the formulation of their personal and professional qualities;

10) develop a new generation of educational software documentation of the work of the Government, the style and methods of public officials' works, process of information management, according to the modernization and reform of public service. Include special courses, which have concretely applied purpose (a style of management, a positive image of the leader, the modern technology of business communication, work organization and technology of the personal manager's work, professionally important qualities of leadership, language culture leader, psycho technologies career of leader) in the training programs. Increase the amount of training time for considering the problem of leadership and image of a modern civil servant, the administrative etiquette and professional reputation of a public servant, management style. Develop business games, training programs; use the video equipment, video conferencing;

11) develop training programs for top level managers. Analyzing the main problems of training and retraining of civil servants we can find the three crucial issues.

The first problem is that the knowledge, which has been acquired in the traditional process of civil servants' training is not a system, although it would allow them to carry out multi-dimensional analysis and synthesis of complex objects and situations during the course of their professional activities. The system of knowledge is the knowledge, which has been acquired during the process of learning elements of species-generic systems such as structural or functional parts of the whole.

This problem can be solved by correcting the content and construction of educational material. Training should include not only the system object of the discipline, but also the cognitive methods of forming the logic of thinking. The main role should be given to general scientific, concrete methodology, which relies on the systems principle.

The second problem relates to the implementation of a multilevel, multi-component educational process. To solve this problem it is necessary to define the science-based content of various categories and groups of civil servants' training, the content of second higher education programs, special education programs and training modules for civil servants. It also necessary to make scientifically based organization and content of multi-leveled and multi-component system of training and retraining for the development of professionally important qualities of civil servants. This problem can be solved by developing a model of civil servants' training solving the problems of the development of professionally important qualities of civil servants and the problem of improving their professional competence, providing training of public servants, which is based on this model, using special training programs within the framework of students' practical training.

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**Технология организации системы повышения  
квалификации менеджеров государственной службы  
в современных условиях**

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**Ключевые слова и фразы:** государственная служба; непрерывная профессиональная подготовка; образовательная организация.

**Аннотация:** Рассмотрена проблема организации системы повышения квалификации, непрерывной профессиональной подготовки менеджеров государственной службы.

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