

MODELLING PROFESSIONAL COMPETENCES OF EMPLOYEES OF PUBLIC AND MUNICIPAL MANAGEMENT UNDER CONDITIONS OF NEW STATE MANAGEMENT

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ABSTRACT

One of priority tasks of modern stage of development of Russia is qualitative system to improve system of public and municipal management. Unless solved it will be impossible to achieve competitiveness of country in rapidly changing world; to ensure at proper level satisfying demand for public benefits and services. Prerequisite condition for effective development of public and municipal management becomes ensuring professionalism of public servants responsible for implementation of new principles of state management as opposed to policy of public administration.

Under professionalism of public servant according to regulatory base is understood acquired quality of individual's abilities meeting professional requirements or exceeding them, i.e. meant are deep and comprehensive knowledge and use of practical skills of relevant public service activity.

Under competence there are understood indicators characterizing professional knowledge, awareness and capabilities of public servant in respect of their effective execution of their service activities.

Most important indicator determining image of public servant is his/her competence, i.e. ability to apply knowledge, skills and personal qualities to successful activity in different problematic professional situations. In other words, competences represent certain internal, potential, hidden psychological formations (knowledge, representations, programs for action, systems of values and relations), that become evident and then expressed in competencies of person as actual, activity related manifestations.

KEYWORDS: *competences, professionalism, public and municipal management, public servant.*

1. INTRODUCTION

One of priority tasks of modern stage of development of Russia is qualitative system to improve system of public and municipal management. Unless solved it will be impossible to achieve competitiveness of country in rapidly changing world; to ensure at proper level satisfying demand for public benefits and services.

Crisis of public and municipal service results in a number of material problems in field of public and municipal governance.

Among them the following may be allocated:

- public governance is rather complex and expensive;
- public governance is not effective and cost consuming because it spends enormous financial and human resources;
- quality of public services is often on a low level;
- public administration is too remote from citizens to satisfy their interests.

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Crisis events are underlined by centralization, uniform management and bureaucracy. Necessity to solve the above problems has led to occurrence, development and acceptance of new concept of public management, so called, New Public Management (NPM).

At NPM used is result oriented budgeting (ROB). Assumed are: transparency; operativity; wide use of information-communication technologies (ICT) in scope of basic institutes of public management; simple and technological information regulation for indicators of results and efficiency; organization of total, cheap and full access to information about key performance indicators and reports thereon for auditors, management and citizens. Moreover, here occurs a possibility to arrange access to information about official and accurate accounts, i.e. planned indicators and reports on their achievement; fast and regulated administrative processes on gathering, aggregation, bringing to executors of performance indicators; independent (external) audit of correctness of administrative procedures fulfilment.

In case of NPM concept prerequisite condition becomes ensuring professionalism of public servants responsible for implementation of new principles of state management as opposed to policy of public administration.

2. PRECONDITIONS FOR CREATION OF MODELS OF PROFESSIONAL COMPETENCES OF PUBLIC AND MUNICIPAL SERVANTS

Russian government, same as in majority countries of world under influence of New Public Management, has encountered the need to increase efficiency of public management. This influence was due to political and economic problems encountered by governments of many post-Soviet states. Administrative reform in the Russian Federation has become result of such influence.

According to the Concept of Administrative Reform in 2006-2008 its objectives were to increase quality and availability of public services; restraining of state's interference with economic activities of subjects of entrepreneurships including termination of excessive public regulation; increasing efficiency of executive authorities.

As a result of implementation of administrative reform in 2006-2008 it was expected growth of level of citizens' satisfaction with quality of public services, decrease in business costs for overcoming administrative barriers, increase in position of the Russian Federation according to key international ratings of public management efficiency.

As it was noted earlier, NPM model assumes to use market type mechanisms for management of public sector. In addition, a number of particular programmes based on NPM – from "performance management" to "single window" show that one round of reforms in public sector regardless of how widely and fully it is implemented, often becomes a starting point for the next round. And, as a consequence, these reforms has created problems that will require many other steps for elimination thereof.

One of most important problems caused by administrative reform is insufficient level of professionalism of public and municipal servants. This problem in addition to problem of moral sustainability of officials is a core of crisis events in this field.

Real scourges have become such occurrences as bribery, corruption, lobbying interests of representatives of particular businesses together with moribund behavior in respect of interests of society, state and citizen, for who and for whose account actually such category of employees' functions.

Aimed to resolve said problems is Federal Programme "Reforming and development of public service system in the Russian Federation" adopted by the Decree of the President of the Russian Federation dated 10 March 2009 and scheduled for the years of 2009-2013.

On the background of crisis events anti-bureaucratic behavior grows in the Russian society. To answer the question about reasons for abrupt deterioration of attitude towards officials, employees of the Institute of Social Science of the Russian Academy of Science (RAS) have conducted a

serious research results of which have shown that idea of model of ideal public servant among citizens and officials are quite different.

In part of citizens' opinion, first of all, they note negative aspects, i.e. indifference to public interests, dishonesty, commitment to easy money. In response to question: "Which event did you personally encounter in contacts with officials?" – 83,5% of respondents stated that problem with which they applied to authorities was solved after considerable amount of time; was "wound round"; 33,6% stated that they were requested to pay bribe or make a favor in response; 54,9% noted rudeness and offensive behavior of officials; 60,7% – encountered incompetence and almost all respondents – 85,6% – have encountered long queues. At the upper degree this relates to respondents among Russian citizens whose opinion has real grounds and first of all negative experience of interaction with officials (Vasilov & Ananchenkova, 2012).

Respondents among officials first of all note professionalisms and competences, hard work, pro-activity, good organizational skills, i.e. focus on their clearly positive qualities.

Reason for inefficiency of Russian bureaucracy Russian citizens and officials see in different way. So, for example, 56,9% of population see it in lack of fear of punishment in officials, 41% – in their unfairness and low moral level. Officials themselves, at first, claim that legislation is not perfect (35,4%), and complain on large load of work (23,7%) and low salaries (23,3%).

Therefore, consumers of services provided by Russian officials believe that their professional competence "is far from perfect" (Biryukova, 2010).

Under professionalism of public servant according to regulatory base is understood acquired quality of individual's abilities meeting professional requirements or exceeding them, i.e. meant are deep and comprehensive knowledge and use of practical skills of relevant public service activity.

Under competence there are understood indicators characterizing professional knowledge, awareness and capabilities of public servant in respect of their effective execution of their service activities.

Most important indicator determining image of public servant is his/her competence, i.e. ability to apply knowledge, skills and personal qualities to successful activity in different problematic professional situations. In other words, competences represent certain internal, potential, hidden psychological formations (knowledge, representations, programs for action, systems of values and relations), that become evident and then expressed in competencies of person as actual, activity related manifestations.

Professional competences may include only such knowledge, understandings, capabilities, skills, and values that are required to perform professional activity in certain field (authors consider field of public and municipal management).

Professional development of public service specialists is complex and time-consuming process including professional training of public servants as well as their direct activity in field of public service. According to Russian authors (Vasilov & Ananchenkova, 2013) key factors of professional competence of public servants affecting formation of their image include:

- Special competence – high level of performance of professional activity itself;
- Social competence – joint (group, corporate) professional activity, cooperation;
- Communicative competence – application of adopted in profession methods of professional communication;
- Personal competence – use of methods of personal expression and self-development, means to oppose personal deformations, development of individuality in frames of profession;
- Readiness for professional growth;
- Individual competence – use of methods for self-realization and capability to rationally organize own work without overload of time and efforts, un-stressful work without fatigue and even with refreshing effect;
- Ability to individual self-preservation;
- Durability against professional ageing.

Therefore, Concept of reforming public service among priority directions of staffing policy mentions improvement of training programmes and professional development of public servant as one of key factors of forming their positive image (Biryukova, 2010).

So, one of major principles of organization and functioning of public service is the principle of professionalism and competence affecting the image of public servant.

3. EDUCATIONAL STANDARDS ON DIRECTION OF TRAINING "PUBLIC AND MUNICIPAL MANAGEMENT" AS FACTOR OF FORMING PROFESSIONAL COMPETENCES

Specifics of professional competence of official in field of public and municipal management is preconditioned by high complexity, social and professional significance. Basics of competence of professional in field of public and municipal management are constituted by legal awareness, and system of values and orientation, as well as his/her professional position in social environment, adopted rules of behavior, and not description of single fact nor the formulae of positive law stating the order that is implemented in reality. Thus, professional competences shall be formed at a stage of obtaining professional education.

Competence discloses degree of professionalism manifestation and at the same time acts as characteristic of professional activity, and moral category, i.e. responsibility correcting the process of specialist's professional growth. It means that competent specialist is a person "called by profession" and "acknowledged by results" of his/her labor (by him/herself and by other subjects), and ready to bear responsibility of his/her labor, i.e. assume liability for what he/she "did". Showing his/her professional competence public servant shows professional fitness and compliance with public requirements and norms of law.

Professionalism in any field of activity as a general and in system of public and municipal management, particularly, cannot be static and permanent condition. Requirements to modern public and municipal management, first of all, are aimed at increase of professionalism of given field servants.

Nowadays, at the Russian Federation there have been developed federal state educational standards (FSES) for higher professional training (HPT) on direction "Public and municipal management" for degrees of bachelor and master.

In these standards all competences are divided into two large blocks, i.e. general cultural and professional. Despite the fact that list of general cultural and professional competences has been formulated within FSES for higher professional education, in a number of cases there are more exact requirements of employers for certain type of activity or vacancy. Therefore, within particular entity there may be developed models of professional competences.

As a result of mustering bachelors programme the graduate shall form general cultural, common professional and professional competences:

1. General cultural competences:

- ability to use basics of philosophic knowledge to form worldview (OC-1);
- ability to analyze key stages and objective laws of historical development of society to form civil position (OC-2);
- ability to use economic knowledge in different fields of activity (OC-3);
- ability to use economic basics of knowledge of law in different fields of activity (OC-4);
- and etc.

2. General professional competences:

- application of use of skills for search, analysis and application of regulatory and legal documents in their professional activity (OPC-1);

- ability to find organizational-managerial solutions, assess results and consequences of adopted managerial decision and readiness to bear responsibility therefor in view of social significance of adopted decisions (OPC-2);
- ability to design organizational structures, participate in development of HR management strategies of entities, plan and implement events, distribute and delegate authorities taking into account personal responsibility for events (OPC-3);
- ability to engage in business communication and public performance, negotiations, meetings, to have business correspondence and maintain electronic communications (OPC-4);
- and etc.

3. Professional competences

- ability to determine priorities of professional activity, develop and effectively execute managerial decisions, including under conditions of uncertainty and risks, to apply adequate solutions and control technologies at implementation of managerial decisions (PC-1);
- use of skills to utilize major theories of motivations, leadership and power to solve strategical and operative managerial tasks, as well as to organize group work based on knowledge of processes of group dynamics and principles of forming the team, ability to audit human resources and diagnose organizational culture (PC-2);
- ability to apply major economic methods for management public and municipal property, adoption of managerial decisions on budgeting and structure of public (municipal) assets (PC-3);
- ability to evaluate investment projects under different conditions of investing and financing (PC-4);
- and etc.

4. FORM OF COMPETENCES AS INDICATOR OF EFFICIENCY OF PUBLIC AND MUNICIPAL SERVANTS

At time of selection of personnel model of professional competences is criterium of selecting necessary employees significantly saving time and funds spend for process of selection.

For time of personnel training model of professional competences serves as ground for choice what and how to teach. On basis of existing model, it is easy to simply form request for training.

During attestation of personnel model of competence serves as criterium to assess personnel.

Criteria established based on model of professional competences do not change at all stages of work with personnel: and selection, and training, and attestation are transparent and clear for both, employee and manager.

According to regulatory-legal documents of the Russian Federation regulating work of public civil service it is allowed to apply following methods for assessment of professional competence of public servants (Stepnova, 2010):

1. Personal interview in form of:

- structured interview of applicant for position by HR department employee;
- role interview in form of imitation of interaction of applicant for position with invitation of key player acting as top manager, manager of same level or subordinate.

2. Questionnaire survey:

- filling questionnaires in scope of personal-professional testing. As questionnaire there may be offered different types of questionnaires depending on position seek (e.g., text of structural interview with HR employee);
- questionnaires for expert assessment, for example, in course of attestation to evaluate managerial training of candidate for position of management or level of corporate culture of specialist.

3. Holding group discussions, forms of which depend on specifics and requirements for position sought:

- cooperative group discussions: candidate-participants should within timeframe allocated analyze certain information and give their recommendations;
- competitive group discussion: participants are given certain general information, and, in addition, each of them has an additional information known to him/her only. Then each of them is required to "sell" his/her opinion to other group members. Such form is aimed at identifying in candidate skills to conduct negotiations and conclude most favorable transaction;
- group discussion with leader role: each participant during discussion of problematic situations is given a possibility to lead the discussion to assess his/her leadership qualities.

4. Writing reference paper or individual work of candidate:

- candidate's drawing reference paper on specialty in frames of problematic area;
- exercises for search of information: candidate is given 1-1,5 hours using Internet-resource and one-two accompanying documents to prepare analytical note (report) on subject of specialty with description of algorithm for preparation such document (content and plan of analytical note, list of informational sources used, references to legal, economic and other documents, etc.);
- In-Basket exercises: candidate is offered to look through a file of documents (10-40 documents) containing information similar to the one he will encounter during future job, in particular, to assess completeness of offered list of documents, their contents, algorithm of drawing, and etc.

5. Testing:

- special knowledge test (30-50 questions): questions regarding legal acts regulating development of public policy in respective area of public service;
- personal tests (to assess personal qualities) and special skill tests (communicative, organizational, leadership).

Actual content of evaluation procedures constitutes number of exercises imitating real work situations where candidate is given a chance to demonstrate behavior needed for job sought [10].

Candidates on vacancy as well as public servants undergoing attestation and qualification exam are assessed by four categories: "managers", "specialists", "assistants, advisors" and "support specialists".

Due to variety of activities implemented by public authorities it is required to ensure admittance to public service of citizens having necessary professional education, government experience (public service of other types) or period of service (experience) on specialty, training, professional knowledge and skills required to perform certain official duties determined based on objectives and functions of public authority. Said goal may be achieved only subject to compliance with approach consisting in development of system of qualification requirements including detailed requirements for professional training, governmental experience (or public service of other types) or period of service (experience) on specialty, training, professional knowledge and skills.

With purpose to create in public service effective system of qualification requirements the Ministry of Labor and Social Protection of the Russian Federation has prepared Methodical tools for setting qualification requirements for positions of public civil service including following levels of qualification requirements:

- basic qualification requirements;
- functional qualification requirements;
- special qualification requirements;

Thus, it is necessary to implement detailed system of qualification requirements for public service offices taking into account direction of activities as well coordination of mechanism for evaluation of compliance therewith of persons, seeking to take vacancies, and public servants. Currently set qualification requirements for positions of public service, especially civil service, are formal by nature and do not allow for objective evaluation of competence level of candidate seeking to take vacancy in public service, his/her abilities to perform official duties on high professional level, effectively achieve result and develop professionally. Many public authorities do not set requirements for specialty and training of candidates as well as for their professional qualities.

4. CONCLUSIONS

Programme for development of public service system in the Russian Federation until 2018 clearly states that under conditions of uncertainty of qualification requirements personnel services are not able to apply efficient technologies for selection, assessment, professional development, motivation of staff, identify potential of employees in respect of more effective performance of official duties in certain professional field, and determine prospects for their further development and rank advancement.

Therefor system of qualification requirements should support:

- basic qualification requirements (requirements for level of education, period of civil service (public service of other types) and experience of work on specialty, knowledge and skills);
- functional qualification requirements (requirements for subject of training (specialty) of vocational education, professional knowledge and skills in accordance with subject and specialization by direction of activity) ("financial control", "public geodesic and lands supervision", "customs", "HR", etc.);
- special qualification requirements (requirements for level and educational direction of training (specialty), period of civil service (public service of other types) and experience of work on specialty, knowledge and skills, professional and personal qualities required for performance of official duties).

All together said qualification requirements determine professional level required for civil servant to perform official duties, allow for improvement of specialization of personnel of public authorities, advancement of structure of civil service offices with making relevant additions to the Register of Offices of Federal Public Civil Service and Registers of Offices of Civil Services of the Russian Federation subjects.

Search for effective models of professional competences in field of public and municipal management taking into account specifics of national management culture unavoidably requires analyzes of fitness, creative work and adaption of existing solutions in global and domestic practice. Such search is a necessary stage for establishment of efficient system of public and municipal management.

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