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**TOWARDS THE ISSUE OF INCREASING THE PROFESSIONAL LEVEL
OF PUBLIC SERVANTS IN THE RUSSIAN FEDERATION¹**

Towards the issue of increasing the professional level of public servants in the RF

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Here is alleged that the learning process of public servant should not be limited to the transmission and absorption of educational information, and should provide training of a specialist-professional, which can be provided subject to the successful solution of at least three interrelated tasks. The first task is associated with the accumulation of knowledge and experience, as well as with the correct reproduction of information. The second one is the based on acquired information ability to address specific professional tasks. And the third one is the personal development of a public servant.

The author notes the positive experience of the Institute for training of dominant officials in the Republic of Korea.

The need to develop effective mechanisms for the formation of state order in the area of education and the development of an effective system of vocational education, which guarantees the continuity of training, retraining and professional development of public servants, is noted in the article.

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The Program of Reform and Development of Public Service of the Russian Federation [2] has adopted as the main task the increasing of professionalism and competence of a public servant as the main subject of rendering public services to the population. However, the analysis of the provisions of the Federal Law "On Public Civil Service of the Russian Federation" shows that the mechanism for implementation of law norms in article 44 "human resources management" is inefficient. In addition, the term "human resources management", in its content, does not reflect the diversity, complexity and the most important thing - the needed quality of human resources management in the system of public administration. Staff management is only a small part of a new kind of professional activity - human resources management. Therefore, the professional training of public servants is of particular importance.

Maintaining a high level of qualification, necessary for the proper performance of official duties by public servants, is one of the fundamental requirements enshrined by Federal legislation. However, this principle is largely linked to the civil servant's independent decision, who, in turn, must strive to improve its professional level.

It is assumed that the training of public civil servants should be carried out continuously during the entire period of public service, in the form of professional education (for the first time) and further vocational education. It is logical that the training of highly qualified specialists for public and municipal service must be carried out on the basis of a special federal law, which has not yet been adopted in the Russian Federation.

The experience of Korea on the issues of staff management at the public service, which can be applied to Russia, represents a particular interest.

The system of management of public service of the Republic of Korea, which is responsible for the development and implementation of personnel policies in the public sector, includes:

- Commission for civil cases (under the President of the Republic of Korea). The core functions of the Commission are the development of personnel policy, the resolving the issue of job promotion public servants of the highest

rank; inspection of HR services in all ministries and departments;

- Ministry of government administration and internal affairs, within the framework of which the Institute for the training of chief officials is established. The Institute, which graduates public servants, conducts general and specialized training courses, organizes forums of nationwide significance. In addition, develops international cooperation within the framework of the training programs for senior public servants;
- HR services of ministries and departments.

Public service in the Republic of Korea is divided into two categories: national and local. The system of local public service largely follows the structure that functions at the national level. In order to create the necessary conditions and increase the interest of a public servant in the proper performance of its official duties there has been developed and is being implemented a comprehensive system of measures that includes political neutrality, the system of moral and material incentives, protection of status, professional training, health protection and safety, as well as disciplinary sanctions. Public servants from the 5 rank and below are required to regularly undergo retraining within the programs of increase the overall and professional qualification. Training results are taken into account in job promotion.

The procedures of entry on public service differ depending on the level, group or the nature of post. Admission to public office implies a certain qualification (higher education is required).

An open competition is held upon entry on public service. Admission to service is carried out by the qualification examination or testing (once a year across the country in training centers) and security check. The main forms of the examinations are written or oral tests (in several rounds) and require a differentiated approach depending on what position is claimed for by a candidate.

Candidates applying for positions of the 5th level pass an examination consisting of 3 rounds: 1) written examination (knowledge of the Constitution, English language, history of Korea, administrative law, and public administration), 2) oral exam (administrative law, public administration, as well as economics or political science (at choice)), 3) interview.

Candidates applying for positions of the 7th level pass a written exam (Korean language, English language, history of Korea), knowledge of the Constitution, administrative law, public administration (one at option) and are interviewed.

Candidates applying for the post of public service of 9th (beginning) level pass a written exam (Korean language, English language, history of Korea, sociology, public administration) and are interviewed.

The 1st exam round is held for one day and includes questions for all subjects. The date of the exam for entry on public service is announced in advance. The day after the exam at the official Internet representation the Office for human resources management of public servants places the questions that have been proposed to candidates.

In case of being accepted, the candidates for public service serve internship, the duration of which depends on the post held. Therefore, already prepared competent specialists enter public service.

Within the framework of the Program of annual growth of professionalism and qualification every minister of its department sets the level of salary increments depending on the performance effectiveness of each public servant. This is a good motivation for professional growth of a public servant.

A rigid system of exams and competitive selection of candidates for holding public office and job promotion in the Republic of Korea deserves attention. Control system of public service personnel policy, in which an especial place is taken by the Institute for training chief officials, is aimed at raising the level of professionalism of the public service as a whole.

In Russia, the training of public servants faces a number of difficulties, which depend both on their personal perception of training and on the process of training itself.

So far in high school system dominates education of supporting type that is oriented on training of specialists to actions in specific, commonly occurring situations, which bears pragmatic nature. This is so-called supporting, informative education, which is characterized by a focus on knowledge transfer in finished form and inoculation of technocratic culture of thinking, artificial dissociation of spirituality and professionalism. Also, modern education has a strict disciplinary structure both of students and teaching staff.

New times call for transition to alternative, innovative, developing and professionally student-centered education. The main parameters of the education of this type are:

- interdisciplinary organization of educational content;
- formation of the culture of systems thinking among specialists-graduates;
- increase in spirituality and civil qualities in the structure of personal characteristics of a specialist;
- innovative nature of the content and methods of teaching;
- the ability of graduates to create fundamentally new technologies, and not just assimilate old ones in the course of learning [5, 6].

The main motive in activity of a public (municipal) servant must be a motive of protection the interests of the state, society and individual citizens, ensuring the stability of social system and security of society and its citizens, incentives to develop the country and its welfare. Naturally, the concretization of performing this semantic task depends largely on the state of management system and its individual components, sectoral specificity of a state body and official status of a public servant.

The ongoing reform of the management system and, in particular, public service, puts before public servants new tasks and makes new demands for their activity and personal growth.

These conditions lead to the society's need for trained, highly skilled staff, a new generation of professionals capable of solving innovative tasks in complex and contradictory conditions. This requires a wide range of knowledge, professional skills, psychological readiness to work in modern conditions and motivation of their achievement.

Educational process of public servants should not be limited to reproduction and assimilation of educational information, and should represents a training of specialist-professional, what can be provided subject to the successful solution of at least three interrelated tasks. The first task is related to the accumulation of knowledge and experience, as well as correct reproduction of information. The second – the ability to solve specific professional tasks relying on learned information. And the third – the personal development of public servant.

Solving these tasks has both intrasubject significance (mastering the basics and the current state of science, its methods and formation, willingness to apply them in practice) and intersubject significance (from a passed discipline select the necessary for mastering of a new, form issues, whose solution requires an integrated interdisciplinary approach) and didactic significance (ensuring of continuation, removing repetitions, intensification of educational process).

Successful professional training of public and municipal servants should be based on:

- unity of teaching and practice, implemented through program-target concept;
- differentiated approach to teaching, drawing on multiple criteria;
- unity of content, forms and methods of training;
- training that is focused not only on the general and specific knowledge, but also on the ability to use them in public service;

- work on increasing self-esteem, motivation to learning and readiness to professional activity;
- readiness to self-education, continuous improvement of professional skills;
- optimization of methods for training activities through the balancing of forms of group and individual work;
- formation of an individual culture of organization and professional activity;
- ensuring of flexible educational process in accordance with the form of training, time period, purpose, composition and properties of learners, peculiarities of teachers, available means of learning, and situation [5].

These fundamental principles should form the basis of an effective model for training, improvement the quality of training of public and municipal servants.

The effectiveness and quality of public and municipal servants' training implies an increase in knowledge and the growth of professional self-awareness, mastering of scientific foundations of professional activity, the readiness and ability of public servants to resolve professional tasks with the assistance of modern methods and technologies, as well as increasing the level of psychological readiness for professional activity, change of value orientations towards the priority of the rights and freedoms of citizens, the interests of the State and society.

The level of professionalism of public servants to a certain extent affects the prestige of the institute of the public service in general. A competent head among the priority measures always puts the selection of personnel under relevant criteria and stimulation of workers to professional development.

Given that professionalism is formed in the process of a public servant activity, it is important to research its dynamics, identify the stages and levels of professionalism development.

One of the determinants for the formation and development of professionalism is the demand for professionals in various sectors of society. Equally important is the value and importance in society of the very sphere where a public (municipal) servant works, its prestige stimulates the development of his or her professional skills. Lowering the prestige of the profession, on the other hand, reduces the motivation to the success and professionalism of public and municipal servants.

Availability of relevant legal norms, which form the basis for the requirements for a public servant, their correction with taking into account social changes, as well as the dynamics of the functions and powers of the very state body, also significantly affects the level of its professionalism.

Identity of a public servant is characterized by an appropriate level of professional knowledge and skills, as well as by its individual psychological properties (balance of intellectual, emotional and volitional areas).

Public (municipal) servant has specific features that significantly affect its professionalism. First, public servant is considered as an active carrier of professional activity in the processes management and governing of people. This forms the psychological content of the professional activity of public (municipal) servant. Secondly, its professional activity in the system of public and municipal service is built on an understanding of its needs, goals as socially important and on correlation them with the conditions of the very environment. At the same time the public servant recognizes the need to be proactive in changing the environment conditions as one of the targets of activity. Thirdly, the activity of the public servant includes a focus on transforming itself, self-development according to the model, the model of a successful specialist in the system of public or municipal services. Fourth, the public (municipal) servant to establish social interaction between the participants of managerial activity needs for specific communication means, such as: speech culture (crispness, clarity, literacy of language), the ability of the distribution of roles and duties, the establishment of appropriate relations between subjects of management; ability, if necessary, to delegate powers; ability to reasonable control over the actions of others in the course of execution of received tasks, as well as business communication skills (ability to listen, to understand, to persuade, to prove, to explain, to give orders and instructions).

To date, public service is characterized by a significant portion of administrative-command style of business communication (42.5%) in contrast to liberal one (39.5%). There is also a trend of an inverse dependence between the development of systematic and analytical thinking and organizational skills. The higher the level of systematic and analytical thinking, the less organizational skills and vice versa.

Of particular concern is the speech culture of public servants. Ability to distinctly, clearly, intelligently express their thoughts has just little over half of the specialists of public service (57.8%). When that public servants in most cases have a high level of education. Thus, among those occupying the highest and main posts of the category "leaders" more than one quarter (25.9%) have two or more higher education, almost in 2 times more than in this category as a whole, candidates of sciences – more than in 4 times, doctors of sciences – almost in 8 times. By the level of education the public servants of the category "leaders" of the highest group surpass the political elite concerning the positions of "candidates of sciences" in 3.5

times (14.8% and 4.2%), “doctors of sciences” – in 3 times (3.0% and 1.0%) [4, 258-259].

Ability to allocate duties and delegate powers has an explicitly expressed sex differentiation. Leaders-women are less capable in this regard (27.2% of the total number of women), for comparison, 62 out of 100 men successfully cope with such tasks.

Ability to monitor the progress and performance also cannot be characterized as sufficiently advanced among the leaders of the public service system. Typically, the final control prevails over the current one, what leads to not entirely satisfactory results of activity.

There is a dependency of communicative, emotional-sensual and cognitive characteristics of a public servant. High level of communicative skills is peculiar to specialists with high emotionality and low intelligence. Public servants with low sociability have low level of emotionality and higher intelligence.

The qualification requirements for civil service posts include requirements to the level of vocational education. These requirements relate primarily to the entry on public service. Additional vocational education is one of the foundations for the passage of public service. The Decree of the President of the Russian Federation No. 1474 from December 28, 2006 “On Additional Vocational Education of Public Civil Servants of the Russian Federation” [1] defines the order of professional training for public civil servants, through 1) professional training, 2) professional development and 3) internship. Is especially emphasized exactly the need for the passage of vocational training of civil servants, who hold the positions of public service in the the category of “leaders”, “assistants (advisors)” or “specialists” relating to the highest and the main groups of positions, as well as positions of civil service in the category of “ensuring specialists” relating to the main group of positions [1].

Grounds for direction of a servant to vocational retraining, professional development or internship are: the appointment of the public servant to another post in order of career development on a competitive basis or inclusion of the public servant in personnel reserve on a competitive basis or as a result of its certification. As a result of vocational retraining to the civil servant may be assigned additional qualification. Thus, vocational retraining only is a possibility of the public servant to move up the career ladder.

Today additional vocational education of public and municipal servants is provided by many educational institutions of the Russian Federation. However, despite the introduction of competitive procedures for the placement of state and municipal order, the practice shows that the priority in this area is given to those

institutions that over a long period have been engaged in this direction. They include Russian Academy of National Economy and Public Administration under the President of the Russian Federation, Russian Legal Academy of the Ministry of Justice of the Russian Federation, Financial University under the Government of the Russian Federation, Russian Customs Academy, Budget and Treasury Academy of Ministry of Finance of the Russian Federation, and so on. This is correct, because there is a great experience of work with training of public and municipal employees, who usually already have the first higher education and work experience in public or municipal service. However, a unified training center for public and municipal servants, by analogy with the Institute of Training of Chief Officials in the Republic of Korea would have more opportunities for qualified training of persons for public service and increasing responsibility for the level of training of public servants.

Basis for public services should be formed from specialists, who are capable in changing conditions to put into practice new technologies of public administration. Generational change in public service should occur more efficiently and intensively to prevent the quality gap between the accumulated for years experience in public administration and those innovations that are brought in the public service system by young managers that are not burdened with negative experience of the past. It is important to use the accomplishments and abilities of servants of all formations and generations.

In this regard, important is formation of staff composition of public service, application of unified approaches to the passage of public service in various bodies of executive, legislative and judicial powers, creation of prerequisites for sustainable planning of career growth of a new generation specialists, system update and turnover of staff [3].

Currently, the system of vocational training and further vocational education that would be built in the light of the objectives of professional development, job responsibilities, organization of career development and individually-psychological properties of public servants is insufficiently developed. State standards for educational programs largely fail to take into account the requirements of the legislation on public service. The requirements to official duties of public servants do not take into account the new system of vocational learning. There is still very little of programs of innovative and developing education.

The system of state order for additional vocational training does not reflect the new conditions of functioning of public service, public authorities formally organize competitive selection of educational institutions for implementation

educational programs of public servants. Public authorities do not actively participate in the elaboration of content and quality control of the execution of educational programs in order to develop the skills required for public servants; there are directions of increasing the qualifications that are not covered by educational programs.

The purpose of vocational retraining of public (municipal) servants lays in receiving by them special knowledge and skills in the course of educational programs designed to study individual disciplines, branches of science, technique and technology necessary to perform a new type of professional activity. Also vocational retraining is implemented in order to expand the qualification of public servants for the purpose of their adaptation to new economic and social conditions and performing of a new professional activity, including international requirements and standards.

These goals can be achieved only in an environment of continuous and systematic education of public (municipal) servants.

In this regard, it seems important, on the basis of the programs of vocational development of public servants, to develop and introduce in practice new educational technologies in the field of public administration and jurisprudence. There is a need for the elaboration of effective mechanisms of forming the state order in the field of education, as well as the need for the development of an effective system of vocational education that guarantees the continuity of training, retraining and professional development of public servants. All these problems can be solved only by concentrating them in a unified body, which would be responsible for the vocational training of public and municipal servants.

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