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PROFESSIONAL TRAINING OF LOCAL SELF-GOVERNMENT OFFICIALS UNDER DECENTRALIZATION

The article deals with the peculiarities of professional training of officials of local self-government bodies in the conditions of decentralization of power. The problems of development of human resources in the process of decentralization, the basic principles of professional training of officials of local self-government bodies and the competence to be owned by the employee have been identified. The possibility of using modern electronic technologies in the learning process is considered.

Key words: professional training; officials of local self-government; competence; principles; power decentralization; distance learning; professionalization.

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ПРОФЕСІЙНЕ НАВЧАННЯ ПОСАДОВИХ ОСІБ МІСЦЕВОГО САМОВРЯДУВАННЯ В УМОВАХ ДЕЦЕНТРАЛІЗАЦІЇ ВЛАДИ

Постановка проблеми. Якість управлінської діяльності відображається на рівні соціально-економічного розвитку як усієї держави, так і на її окремих територіях. Процес децентралізації влади в Україні ставить нові вимоги до показників управлінської діяльності. Тому на сьогодні є актуальним питання пошуку шляхів вдосконалення та покращення управлінських процесів не тільки на загальнодержавному рівні, а й в органах місцевого самоврядування.

Аналіз останніх досліджень. Різним аспектам професійного навчання державних службовців, голів місцевих державних адміністрацій, їх перших заступників та заступників, посадових осіб місцевого самоврядування та депутатів місцевих рад присвячені праці багатьох вітчизняних досліджень, зокрема Н. Аллошиної, А. Ахламова, Є. Бородіна, С. Верби, С. Давтяна, А. Журавльова, В. Загорського, М. Іжі, В. Карпука, І. Козака, А. Ліпенцева, Н. Липовської, Т. Маматової, Є. Матвіїшина, Ю. Пігарева, С. Серьогіна, Н. Синициної, П. Шевчука, Ю. Шарова.

Виділення не вирішених раніше частин загальної проблеми. Однак, незважаючи на широкую наукову, навчально-методичну та інформаційну базу, питання дослідження особливостей професійного навчання посадових осіб місцевого самоврядування в умовах децентралізації влади ще не знайшли достатнього висвітлення у вітчизняній фаховій літературі з публічного управління.

Мета дослідження полягає у вивченні проблем, вимог та принципів професійного навчання посадових осіб місцевого самоврядування в умовах децентралізації влади в Україні.

Виклад основного матеріалу. Сучасний стан професійного навчання посадових осіб місцевого самоврядування свідчить, що діюча система носить швидше інформаційний або академічний характер і меншою мірою характеризується динамічністю та практичною цілеспрямованістю щодо здобуття певних навичок, необхідних для виконання посадових обов'язків.

Завдання децентралізації вимагають від службовців місцевого рівня бути здатними вирішувати назрілі політичні, економічні, соціальні й культурні проблеми суспільства, володіти сучасним інструментарієм планування, організації, контролю, інформаційного забезпечення, мотивації персоналу, комунікативними здібностями в процесі залучення громадян до управління місцевим розвитком.

Професійне навчання посадових осіб органів місцевого самоврядування в умовах децентралізації влади має будуватися на трьох принципах: фундаменталізації, індивідуалізації, спеціалізації.

Дотримуючись вище наведених принципів після завершення навчання посадова особа органів місцевого самоврядування, для ефективного здійснення своїх функцій в умовах децентралізації має володіти такими компетентностями: функціональна, інтелектуальна, ситуативна, методична, соціальна.

Для того, щоб підвищити рівень професійності службовців, необхідно давати їм більше практичних умінь та навичок. Окрім того, важливо побудувати навчання з використанням інноваційних процесів та електронних технологій, що дасть більше можливостей для навчання.

Важливо також, щоб професійне навчання посадових осіб органів місцевого самоврядування здійснювали не тільки суб'єкти, що належать до складу вітчизняної системи професійного навчання державних службовців, голів місцевих держадміністрацій, їх перших заступників та заступників, посадових осіб місцевого самоврядування та депутатів місцевих рад, а інші суб'єкти надання освітніх послуг. В умовах децентралізації такими суб'єктами можуть виступати самі органи публічної влади. Особливо це стосується органів місцевого самоврядування.

Висновки. На сьогоднішній день перед системою професійного навчання державних службовців, голів місцевих держадміністрацій, їх перших заступників та заступників, посадових осіб місцевого самоврядування та депутатів місцевих рад стоїть важливе завдання: підготувати висококваліфікованих фахівців, що будуть володіти набором практичних та теоретичних знань, зможуть забезпечити європейські стандарти надання послуг і реагуватимуть на будь-які зміни в публічному управлінні, в тому числі на процес децентралізації влади.

Ключові слова: професійне навчання; посадові особи органів місцевого самоврядування; компетентності; принципи; децентралізація влади; дистанційне навчання; професіоналізація.

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Постановка
проблеми

The quality of managerial activity is reflected at the level of socio-economic development of the whole state and its separate territories. The process of decentralization of power in Ukraine sets new requirements for indicators of managerial activity. Therefore, today the issue of finding ways to improve the management processes not only at the national level, but also in local self-government bodies is relevant.

After analyzing the Concept on Reforming Local Self-Government and Territorial Arrangement of Power, we see that up to now, much has been done in Ukraine in the direction of improving the process of public administration, in particular [6]:

- the constitutional foundations of local self-government have been laid down;
- the European Charter of Local Self-Government has been ratified;
- a number of basic legal acts, which create legal and financial bases of local self-government bodies' activity were adopted.

However, since the adoption of the Constitution of Ukraine and basic regulatory acts on local self-government, the development of the latter has actually been carried out only at the level of local communities of cities of oblast importance, since the vast majority of local communities, due to their excessive shattering and extremely weak financial and financial resources, have failed to fulfill all their powers of local self-government bodies, which, in turn, do not satisfy the modern needs of society. The functioning of local self-government bodies in most of the local communities does not ensure the creation and maintenance of a favorable living environment necessary for the full development of a person, his/her self-realization, protection of rights, providing local population with high-quality and accessible administrative, social and other services on relevant territories by local self-governments, institutions and organizations created by them [6].

The elimination of the above-mentioned shortcomings and the construction of a new quality management activity require, first and foremost, highly skilled personnel. Therefore, an important task is faced with the system of professional training of civil servants, heads of local state administrations, their first deputies and deputies, local self-government officials and local council members: to train new professionals who will have systemic theoretical knowledge, practical skills and skills in solving current problems of public administration, capable to provide a European level of administrative services.

The corresponding opinion is confirmed in the Concept on reforming the system of professional training of civil servants, heads of local state administrations, their first deputies and deputies, officials of local self-government and members of local councils. Accordingly, the implementation of structural reforms, in particular the reform of public administration, civil service, local self-government and territorial arrangement of power, education system, requires a high level of professional competence and professional development of civil servants, heads of local state administrations, their first deputies and deputies, local officials of self-government, deputies of local councils [4].

Аналіз
останніх
досліджень
і публікацій

Various aspects of professional training of civil servants, heads of local state administrations, their first deputies and deputies, local self-government officials and members of local councils are revealed in the works of Ukrainian scholars, in particular N. Alyushin, A. Akhlamov, E. Borodin, S. Verby, C. V. Davtyana, A. Zhuravleva, V. Zagorsky, M. Izhi, V. Karpuk, I. Kozak, A. Lipentsev, N. Lipovskaya, T. Mamatova, E. Matviishin, J. Pigaret, S. Seryogina, N. Sinitsina, P. Shevchuk, Y. Sharova.

Innovative component of the professional training of civil servants, heads of local state administrations, their first deputies and deputies, local self-government officials and local council members is researched in the works of A. Bashtannik, S. Zagorodniuk, N. Kushchuk, T. Pakhomov, V. Prikhodko, L. Semenov, O. Tertysna, V. Zhuravsky, A. Chuprina, O. Chikarenk and others.

The works by O. Obolensky are devoted to the study of the Master's program in «Public Administration».

Виділення
невирішених
раніше
частин
загальної
проблеми

However, despite the wide scientific, educational, methodological and information base, the issue of the peculiarities of professional training of local self-government officials in the context of decentralization of government has not yet found its sufficient coverage in the national literature on public administration.

Мета

The purpose of the paper is to study the problems, requirements and principles of professional training of local self-government officials in the context of decentralization of power in Ukraine.

Виклад
основного
матеріалу

During a meeting of the National Agency of Ukraine on Civil Service in February 2018, the President of the Ukrainian Association of Oblast and Raion Councils, the chairman of the Kharkiv Oblast Council Sergei Chernov said: «Local self-government reform and decentralization give much more authority to local self-government, especially in its primary local level. Therefore, it forces us to reconsider the training policy, when the competence of the officials must fully correspond the responsibilities, who can think innovatively and take responsibility for the sustainable development of the territories» [7].

In addition, S. Chernov cited the results of various sociological studies: «According to a survey conducted by the Kyiv International Institute of Sociology» Decentralization and Local Self-Government Reform "(2016), 45% of the population believes that local self-government bodies are ready to use new powers in favor of their communities, although only 9% are fully convinced of this. 33% have the opposite opinion.

The results of the sociological study of the needs for training of representatives of local self-government bodies of the amalgamated local communities, also carried out by the Kyiv International Institute of Sociology (2017), showed that the newly formed amalgamated local communities began to provide additional services. On average, the respondents - the leadership, secretaries, employees of executive bodies, starostas - speak about the extension of their powers in 7-9 areas. An absolute

majority of respondents recognize the importance of learning (96-97% consider it an important element of advanced training, 70-79% do not agree that training does not affect the efficiency of work).

According to other sociological studies, about 80% of deputies' corps remain uncovered [7].

During the IX annual Richelieu Academic meetings, the Head of the Odessa Oblast State Administration Maxim Stepanov, Vice-President of NAPA under the President of Ukraine Marina Bilinska, a member of the Public Council of the OIRIPA NAPA under the President of Ukraine, the 3rd, 6th and 7th convocation of the 3rd, 6th and 7th convocation Sergei Grinevets'kyi and the director of the ORIPA NAPA under the President of Ukraine Mykola Izha emphasized in their speeches the need to increase the level of professional competence of officials and councilors of local councils in the conditions of reforms of public administration and civil service, decentralization of power and local self-government reform.

The current state of professional training of local self-government officials indicates that the current system is more informational or academic in nature and to a lesser extent is characterized by a dynamic and practical commitment to obtain certain skills necessary for the performance of official duties.

The tasks of decentralization require from local officials to be able to solve the pressing political, economic, social and cultural problems of society, to have modern tools for planning, organization, control, information provision, personnel motivation, and communicative skills in the process of involving citizens in the management of local development.

The problems of human resource development in the process of decentralization include: the uncertain and unstructured territorial basis of most amalgamated local communities, which affects the ability of local authorities; insufficient professional level of many local self-government officials, lack of motivation for professional development and effective system of their education and professional development; ineffective system of organization of labor of local self-government officials, non-use of e-government opportunities; insufficient competitiveness of labor in the local self-government bodies in the labor market, staff turnover; latent threat of corruption among local self-government officials and deputies; insufficient openness for citizens, limited opportunities for citizens to participate in solving local issues, low activity of youth in local self-government affairs; excessive influence of state authorities on the majority of local self-government bodies; the lack of qualitative operational state oversight of the legality of acts of local self-government bodies.

To obtain the necessary experience, knowledge, skills, capacities, understanding the mechanisms and specifics of the work of the authority are possible in two ways. The first way is long and involves adapting to a new place of work for at least two or three years. The second way is the professional training of employees of public authorities.

Council of Europe experts, Paul Mayer and Helfried Bauer, point out: "We live today in the world of "recognized certificates "and increasingly professional success depends on the diplomas and certificates collected" [6]. One of the effective ways to increase the motivation of local self-government officials to study is to receive (after a certain course of study) certificates that will assist in occupying a new post or promotion in an official career.

Professional training of officials of local self-government bodies under decentralization of power should be based on three principles [8]:

- the principle of fundamentalization involves the formation of scientific thinking, internal personal need for self-development, obtaining system-forming, holistic, methodologically significant knowledge in the field of strategic and project management, management of innovation activities, etc.;
- the principle of individualization of the educational process provides the opportunity for a public servant to independently select a list of academic disciplines beyond the regulatory requirements, as well as their level of assimilation depending on the current needs and goals of the activity and their own opportunities for professional development;
- the principle of specialization of training involves the ability of officials to perform certain functions and roles while working in teams.

Following the above principles, upon the completion of training, an official of a local self-government body, to perform his/her functions under decentralization effectively has to have the following competencies [9]:

- Functional - competence in the field of decentralization of power, reformation of local self-government and ensuring its development, organization of community cooperation, public-private, municipal and social partnership, budget formation and budget decentralization, strategic, programmatic, project management;
- intellectual - the ability to analyze and forecast activity, develop alternative solutions and substantiate the choice of the most effective (balanced) solution;
- situational - competence in solving specific problems of local self-government reform and decentralization of authority, overcoming crisis risks, prevention of risks;
- methodical - the ability to perceive, comprehend and adequately interpret information, structure the problem, have systemic response to it;
- social - the presence of oratorical, communicative and integrative abilities, ability to work in a team, readiness to cooperate and resolve conflicts.

Taking into account a number of reforms that create the need for local authorities to have new competencies, the issue of applying new technologies and changing the system of professional training of civil servants, heads of local state administrations, their first deputies and deputies, local self-government officials and local council deputies are important.

It is important to organize the educational process within present-day realities, since the process of reforming takes place in almost all fields, which, in turn, affect the forms of education and disciplines that are to be preferred. In order to increase the level of professionalism of employees, it is necessary to give them more practical skills. In addition, it is important to build training using innovative processes and electronic technologies that will provide more learning opportunities.

The joint project of the State Fund for Local Self-Government Assistance in Ukraine and the Swiss-Ukrainian Project "Support for Decentralization in Ukraine" DESPRO on the pilot course of distance learning for local

self-government officials in the framework of the All-Ukrainian contest of local self-government projects and programs has made it possible to identify the possibility of using e-learning in the management of the bodies of local self-government, as well as in the national system of professional training of public servants, heads of local administrations, their first deputies and deputies, local self-government officials and local councilors. [2].

Thanks to the project, the participants in the distance-learning regime could: systematize knowledge on the development of innovative projects aimed at the development of local communities in accordance with regional development strategies within the framework of the All-Ukrainian contest of projects and programs for the development of local self-government; get acquainted with the best practices of local self-government development and typical mistakes in the development and implementation of projects; master various project management tools.

The introduction of modern information technologies into the activities of the authorities is determined by one of the priority directions of the modern state educational policy. The formation of a culture of management in the staff of the authorities in Ukraine is connected with the creation of specialized Internet portals and the electronic management of virtual environments [5].

E-learning of officials of local self-government bodies should be based on the following principles:

- taking into account the training needs and the specifics of the audience in the educational materials;
- easy adaptation to the individual needs of the learners;
- possibility to develop a student's own learning trajectory;
- easy to use elements of self-training and self-assessment;
- active communication and cooperation focused on studying the experience, generating ideas, implementing practical actions and evaluating them;
- a combination of educational content and practice;
- availability of a list of existing educational resources that cover the problem to be negotiated from different positions;
- self-improvement in the use of modern information and communication technologies;
- stimulation of motivation and initiative of the student in achievement of educational goals, performance of tasks, acquisition of competencies.

The effectiveness and efficiency of training local self-government officials in a distance-based format is ensured by the fact that motivation plays an important role here - those who need it, who is curious, who want to increase their own level of professional competence study. As a result, the qualifications of employees who have successfully completed such training correspond to the internal standards of professional activity and will be checked in the course of their practical work.

According to its main features, distance learning corresponds to the basic principles of personnel management in local self-government bodies, namely: life-long learning; education without borders, based on information and computer technologies and supplementing

traditional methods and technologies with new possibilities; education by creative models of education and individual educational trajectories; education developed on the basis of fundamental knowledge [8].

When constructing the process of professional training of local government officials in the context of decentralization it is worth to pay attention to foreign experience and the possibility of its implementation in the Ukrainian training system. In this area, it is advisable to draw attention to the experience of Romania.

In Romania, there are educational institutions - permanent training centers for local public administration. To improve the qualifications of public functionaries, 7-8 priority training areas are set annually. They are created on the basis of work plans in various fields, which state institutions send to the agencies. This is taken into account when organizing the courses, while minding the specifics of the functionaries for which training is provided. Average courses last 3-5 days. Among the priority areas are: public service management, public policy, human and financial resources management. Public functionaries have the opportunity to increase their qualifications also from private individuals if they provide the relevant services. In this regard, employees of the regional center are trying to cover as many directions as possible and make their courses most in demand. Courses are also organized in highly specialized areas, if there is an order of a certain organization. At the same time, services can be provided not only to state but also to non-governmental organizations [9].

It is also important that professional training of officials of local self-government bodies is carried out not only by subjects belonging to the national system of professional training of civil servants, heads of local state administrations, their first deputies and deputies, officials of local self-government and local councilors, but to other subjects in Providing Educational Services. In the conditions of decentralization, such bodies can be public authorities themselves. This is especially true of local self-government bodies.

Local self-governments (oblast, rayon, city, village and settlement councils) play an important role in organizing training and raising the skills of officials of local self-government bodies, which carry out educational activities in two main directions, namely:

- organization of training for members of local councils;
- raising the level of skills of officials of local self-government bodies.

However, today such activities are carried out only by separate bodies of local self-government; they are episodic, and the subject of instruction is not systematized and provides only those topics that can be "self-taught" without the involvement of scholars and practitioners from other regions of Ukraine.

As a positive experience, there is the training activity of the Vinnytsia City Council, where the initiative of the former mayor V. Groisman was initiated, the activity of the municipal educational center was started. Usually it operated on Saturday, when the employees of the executive committee of the Vinnytsia City Council had the opportunity to take short-term training (in the face-face or distance-learning mode) on topical issues of local development and municipal management directly at the workplace [1].

Separate local self-government bodies, together with educational establishments, set up training centers, which make it possible to carry out the training of officials of local self-government bodies and employees of municipal institutions more purposefully. For example, the Executive Committee of the Kharkiv City Council, together with the National Technical University "Kharkiv Polytechnic Institute", created the Center for the Training of Professional Leaders for Municipal Services and Enterprises of the City. In Poltava, on the initiative of the city council, activity of the municipal leadership program, which is being implemented at the expense of the local budget in cooperation with the Poltava Technological Institute, was launched [1].

Висновки

Nowadays the system of professional training of civil servants, heads of local state administrations, their first deputies and deputies, local self-government officials and local councilors has an important task: to train highly skilled specialists with a set of practical and theoretical knowledge, who will be able to ensure European standards in provision of services and will respond to any changes in public administration, including the process of decentralization of power.

To accomplish this task, it is necessary to ensure the development of training in accordance with the principles of fundamentalization, individualization and specialization. This will enable employees to master the competencies that are indispensable for the high quality of management activity in the process of decentralization of power, namely: functional, intellectual, situational, social, methodical.

In addition, in the learning process it is necessary to provide advanced teaching content, the use of interactive forms of learning, increase the number of practical classes, combine theoretical courses with a practical component, and combine traditional teaching methods with the innovative ones.

One of the new methods is distance learning. The use of distance-learning technologies creates favorable conditions for training of employees without leaving the main place of work, it is flexible and convenient for them, it takes into account individual trajectories of training, which is especially important in the process of decentralization of power.

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