

Additional Professional Education as the Condition of the Professional Competences Development Among the State Employees

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Abstract - Additional professional education relates to independent kind of education which is not regulated by educational standards. When professional standards are regulated, improving of programs of professional development and professional training of state employees gains basic value. The absence of exact definitions of the notion “professional competences”, using similar ones that reflect specifics of the phenomena of pedagogical science not completely - “competence”, “professionally important qualities”, generates requirement of elaboration of more exact definitions and the assessment of their contents from the position of both educational and professional standards which are being realized.

Keywords - *professional competences, professionally important qualities, additional professional education, professional standards, civil service, active methods of training.*

INTRODUCTION

Professional standards adopting staticizes a problem of a role revaluation of additional professional education in developing professional competences, among the state employees. The assessment of professional competences as the sum of knowledge, abilities, skills, personal qualities and professional characteristics, which are necessary for the replacing positions of civil service, doesn't allow to create necessary conditions for creating qualitative programs of professional development and professional retraining. One of the key challenge in additional professional education is the mismatch in planned results of training from the educational organization and consumers of educational services represented by public authorities. It is possible to resolve these contradictions between educational and professional standards when change programs' objective in additional professional education, the used training methods, teachers' staff training, etc.

I. EASE OF USE

A. Statement of the problem and purpose

The modern pedagogical science is guided by search of the most effective training methods in the system of professional education, however, contradictions in assessment of professional competences contents, lack of this concept in professional standards, requirements imposed to the state employees replacing various groups of positions create a problem of developing models of professional competences which have to become a basis of creating programs of additional professional education [4]. The purpose of article consists in estimating conditions of development of professional competences among the state civil employees in the course of developing programs of additional professional education.

B. Aspects of a problem studying

The professional competence as the key content in studying developing programs of professional development and professional retraining of civil employees provides direct interrelation of the replaced position and set of knowledge, abilities, and skills, professional and personal skills [2]. In pedagogical researches three tendencies in assessment of content of category “professional competence” are denoted. From the point of view of the first approach, the competence is estimated through a prism of knowledge, abilities and skills necessary for functions executing [6]. The second approach comes from interrelating personal qualities and professional characteristics of the employee [7]. At last the third approach parts concepts “professional competence” and “professional development” in the context of a ratio of whole and parts in the course of training in programs of additional professional education [9]. Within the article we adhere to the first point of view as we believe impossible to refuse competence-based approach of Federal state educational standards and to be guided by labor functions of professional standards in the course of programs developing professional development and professional retraining of civil employees.

II. RESEARCH METHODS

Questions of developing professional competences of civil employees in the course of implementing programs in additional professional education are regarded with using competence - based and the practice focused approaches of pedagogical science. In the research the following methods are used: method of the system analysis, logical method and structurally functional method. In this article we recognize priority in methods of active and interactive training (a case method, the analysis of concrete situations, a business game) in developing professional competences of civil employees.

III. RESULTS

The strategy of innovative developmen in the Russian Federation until 2020 provides "...forming necessary for innovative society and innovative economy knowledge, competences, skills and behavior models and also forming the system of continuous education as conditions of its innovative development..." This strategy also confirms objective of additional professional education on professional development of the officials replacing positions of state service, their willingness to fulfill their functions effectively.

Professional activity within the replaced position appears the qualifying sign to define the list of abilities, knowledge, skills, personal and professional qualities mastered in the course of professional education [10]. Professional activity of the employee acts as the basis for developing programs of professional development (professional retraining) and choosing methods of listeners' training. But professional activity can't be estimated as a synonym of professional competence, demanding contents disclosure of this concept.

The federal law "About Education in the Russian Federation" from 12/29/2012 № 273 – FL in article 2 refuses using the term "competences" and replaces it with the concept "qualification" as the combination of knowledge level, abilities, skills necessary for implementing a certain type of a professional activity. The reason consists in differences in priority approaches of pedagogical science and practice. The concept "competences" is established in Federal state educational standards of the higher education. So, the standard in the direction of preparation 38.03.04 State and municipal management (bachelor degree level) approved by the Order of Ministry of Education and Science of the Russian Federation from 12/10/2014 № 1567 in item 5.1 points to development of competences as compulsory condition of qualification assignment: "As a result of developing the program of a bachelor degree the graduate has to possess common cultural, widely professional and professional competences. It is obviously that the fields of professional activity of the bachelor in the "Public and Municipal Administration" direction are connected with job responsibilities within the positions of the civil and municipal service and also in other organizations and enterprises. The fields of professional activity cause the content of the realized professional competences. The Federal state standard of the higher education in the direction of preparation 38.04.04 State and municipal management (magistracy level)

approved by the Order of the Ministry of Education and science of the Russian Federation, from 11.26.2014 of № 1518 adheres to the similar approach. However professional activity appears rather wide field of projecting contents of the main educational program, staticizing specification of types of professional activity which depends on the contingent of students. But even in this case it is impossible to individualize training process within programs of the higher education because of basic contradictions between Federal state educational standards and the adopted professional standards.

In comparison with educational standards professional standards define subject area of professional activity forming the requirement to skill level, content of labor functions and working conditions at a definite position. [2] Qualification serves as the defining criterion when making a decision about the compliance of the worker of the replaced position. The later one unites knowledge, abilities, professional qualification becomes the subject characteristic of requirements to a certain position of civil service. In comparison with the concept "competence" qualification becomes the subject characteristic of requirements to a certain position of public service According to the reference book (developed by Ministry of Labor and Social Protection of the Russian Federation in 2017) of qualification requirements to specialties, the directions of preparation, knowledge and abilities which are necessary for replacing positions of the public civil service taking into account area and the type of the public civil employees, basic (applied for the group of positions) and functional (due to the executed labor factions) qualification requirements have been defined. On the basis of these requirements in executive authorities of territorial subjects of the Russian Federation qualification requirements to work duration and the directions of personal training of people replacing positions of the public civil service are developed. For example, in the Omsk region these requirements are established in article 30 of the code about the state positions in the Omsk region and the public civil service in the Omsk region of December 22, 2004 № 601 rl and official regulations.

Ignoring the term "competences" and its replacement with "qualification" or "professionally important qualities" emphasizes uncertainty of semantic borders of its using, impossibility to apply to assessment of professional office activity of the public civil employee, his corresponding to the replaced position. Professionally important qualities specify qualification characteristics of a concrete position, providing unity of the aspirations, abilities, knowledge, skills and personal qualities necessary for effective and productive functions executing [5]. This concept allows to avoid the formalized term "qualification", expanding requirements imposed to the list of knowledge, skills, personal qualities at the stage of competitive selection, certification, passing a qualification examination, etc.

Professionally important qualities and qualification requirements despite their rather capacious characteristic don't cover all components of professional competence as they don't assume moving into other positions, other executive authority. Following the more correct definition of the concept

“professional competence”, we will estimate it as the level of proficiency in knowledge, skills, abilities within the replaced position, ability to apply them when executing functions and to provide powers implementation of executive authorities in general [7]. The potential possibility of moving along the vertical in executive authority is concluded in willingness, ability and motivation for execution of powers not only within the replaced position, but also public authority, the whole system of the public power in general.

The existing system of Federal state educational standards of the higher education directed to forming and developing professionalism-set of knowledge, technologies of professional activity, professional and personal qualities of the graduate - isn't able to develop professional competences of the persons replacing positions of the public service. The reason consists in individualization of labor functions within the official regulations which cannot be formalized within educational standards. However, there is a type of education capable to solve the existing contradiction - additional professional education. In comparison with the higher education additional professional education isn't regulated by either educational or professional standards of the implemented programs of professional development and professional retraining is defined by the educational organization independently, considering the requirements of educational market. When developing and implementing programs, it gives the opportunity to regard not only the requirements to qualification, but also professionally important qualities, moral and valuable aims necessary for replacement of the corresponding position. To regard the requirements to the professional competences among the public civil employees.

Potential of additional professional education for developing professional competences becomes clear only when analyzing practice of implementing programs of professional development and professional retraining of the higher education by the educational organization. The Omsk state pedagogical university during 2014 - 2018 participated in implementing several programs of additional professional education for the public civil employees. Among programs of professional retraining the most relevant one is the “Public and Municipal Administration” (520 hours) as it meets the qualification requirements established for the positions of the public civil service. However, the latter is based on the wide field of professional activity similar to the contents of the main educational program of the direction of preparation “Public and Municipal Administration”. Developing the basic professional competences which aren't connected with the replaced position, specifics of labor functions becomes the result. Functional competences develop only when using programs of applied direction: “Management of the state and municipal procurement” (qualification “Expert in the sphere of procurement”), “Personnel management” (qualification “Specialist of HR department”) etc. These programs of retraining are based on the labor functions provided by the corresponding professional standards. However in the course of implementing profile programs of preparation there are some contradictions between the formed professionally important

qualities and the replaced student's position. In particular, the students mastering the program of professional retraining “Management of the state and municipal procurement” often replace positions not procurement specialists or contract managing directors, but they become members of united committee, inspection, and the staff of economic, legal structural divisions of public authorities. The level of professional competence in the sphere of purchase management acquired in the course of developing the program of professional retraining remains at the level of skills, knowledge, abilities, i.e. professionally important qualities, but doesn't come to the level of development of professional competences. The lack of inquiry from the public authority containing a list of qualification requirements to positions of the public civil service appears the additional factor influencing impossibility of programs of additional professional education to develop the necessary level of professional competences.

In comparison with programs of professional retraining programs of professional development differ in much greater efficiency in developing necessary professional competences for the replacing a certain group of positions. The main reason is statistical narrowness: of programs of professional development within one or several positions of labor functions, adjacent for groups. The executive authority often formulates contents of the program independently, defines the number of classroom hours, types of methods of training and final assessing students. In particular, the program of professional development “The public civil service and anti-corruption in the Russian Federation” (40h) was implemented during 2016 - 2017 within contractual obligations with the Ministry of Labor and social development of the Omsk region, the Ministry of Finance of the Omsk region, Territorial authority, of Federal State Statistics Service in the Omsk region, the Ministry of Agriculture and Food of the Omsk region, etc. Its realization directly on the territory of executive authority, concerning the persons replacing positions of the public civil service using local acts and document flow of appropriate authority became the distinctive feature of this program.

Implementing of programs of professional development is intended to develop professionally important qualities to positions of the public civil service at the level of basic and functional qualification requirements. Professionally important qualities at the level of special requirements to the profile of the position are improved only at the level of the specialized programs of professional development realized in the form of seminars, workshops, business games etc. For example, practice of short-term seminars for the public civil employees of the Ministry of Labor and social development of the Omsk region whose duties include work with addresses of citizens (executing personnel office – work) shows a possibility of development not only basic and functional profession competences, but also special ones, corresponding to the position profile. High degree of interest in achieving the results of training not only from the educational organization and students, but also the head of the Ministry as employer's representative appears specifics of these active technologies. A wide range of issues during a seminar, arranging educational

process (classroom), used training methods (interactive) have been defined by the customer represented by executive authority. The educational organization must be ready to participate not only in a competition for making a contract, but also to high inquiries from the customer - the executive authority capable to formulate a set of competence-based characteristics of the student as the results of training.

It becomes obvious that implementing competence-based approach in the system of additional professional education doesn't lose the relevance, despite adoption of professional standards. The latter don't allow formulating a set of the competence-based characteristics necessary for replacing a certain group of positions within civil service (especially one position). Developing professional competences of the public civil employees - students of courses of professional development, is in direct dependence on quality and applied direction (coherence with labor functions) the implemented program, motivation and interaction of subjects in educational process and also the choice of interactive methods of training. Necessity of connecting professional and informative activity of students (self-training, independence, assessment, etc.) appears distinctive feature of programs in additional professional education [10]. Thus, in the course of employees training in the Anti-corruption program the following sequence of training is actively used: immersion in subject (dialogue communication on the basis of lecture methods) - a round table (case solving) - a business game (training). In the course of training the emphasis is placed on the students' training level, their motivation and willingness to participate in training. It's very often when natural and artificial barriers (including psychological) interfere achieving training results. It is possible to overcome them when divide students into groups depending on the replaced positions and their specialization.

However, achieving similar result directly depends on set of objective and subjective circumstances.

First, necessary level of developing professional competences sufficient for the solving professional tasks at the replaced position of the public civil service.

Second, students have to be in the same group of positions and contiguity of labor functions.

Third, teacher's willingness to use various interactive methods of training depending on category of listeners.

Fourth, mutual interest and motivation of subjects in educational process (dialogue interaction).

The professional competence as complex category unites three spheres of the public relations: educational, professional (office) and administrative, demanding in the course of implementing programs of professional development their connection on the basis of subjects integrating , contents and training methods. Only in this case it is possible to develop professional competences among state civil employees as integrative characteristic including ability to solve typical challenges appearing in different spheres of professional activity using life experience and the acquired system of values and motivations [3]. Identity of the problems offered to students for solving creates danger of promoting stereotypic thinking among employees, narrowing possibility of self-organizing

(making independent decisions) in conflict situations. However, not search of the unique right decision, but development of the steady skills necessary for an exit from corruption dangerous situation on the basis of knowledge within current legislation, ability to consider organizational and psychological features of executive authority and algorithm skills of making formalized actions appears the purpose of studies.

The made attempts on the basis of the factorial analysis and cluster approach to simulate competences depending on group and position category of the state civil employees [8], show their limitation as they cover only conditional indicators of knowledge, abilities, skills and personal qualities, within the replaced position. Thus selecting within professional competences, implemented within labor functions and requirements to office behavior of the public civil employees is much more perspective .As an example it is possible to point such types of professional competences as anti-corruption, program and target, making administrative decisions, arrangement of personnel structure, planning of organizational structure etc.

For example, establishing the principles of professionalism and competence the Federal law "About the Public Civil Service in the Russian Federation" establishes existence of a direct connection between personnel work in public authorities and the level of professional competences of civil employees. However within the implemented personnel policy competence-based approach a priori can't be applied because executive authorities don't have necessary conditions for this matter. Additional professional education becomes the only effective mechanism of its fulfillment. Anti-corruption competence is one of the most effective ways for forming and developing among civil employees. It is formed in educational process ("anti-corruption education") when personal qualities and motives confirming professional suitability of the employee can be found. Not creating steady system of knowledge, skills and abilities of using anti-corruption legislation, but developing personal qualities, motives of behavior among civil employees for preventing corruption risks in the course of function executing becomes specifics of implementing programs of professional development in the sphere of anti-corruption. The anti-corruption competence turns to be the result both in educational and office legal relationship as it is directly defined by opportunities of implementing the acquired skills in the course of service.

Creating anti-corruption competence is in direct dependence on the used training methods. Active methods are the most effective. They are divided into imitating and not imitating ones [1] (**fig.1**).

Fig.1 Types of active training methods

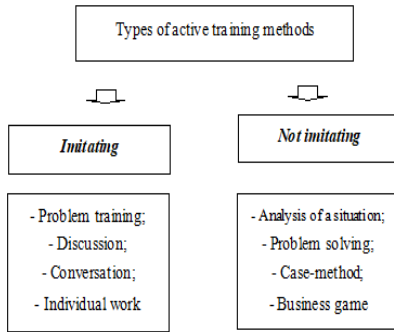
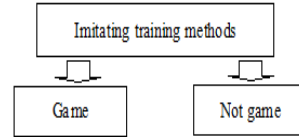


Fig.2 Types of active imitating training methods



Not imitating methods show the effectiveness when students' work experience in the replaced position isn't long, knowledge and skills in legislation application against corruption are limited, degree of motivation to training process is high. The notorious convention (ideality) of the given situations, often in no way connected with branch specifics of the student's activity becomes the reason. Long experience of service involves decrease in effectiveness of training as practice often shows a considerable variety of the situations (not standard) which often don't have legal (formal and legal) way out of them. On the contrary, imitating active methods are much more effective in educational process, gaining properties of the interactive methods directed to dialogue interaction not only between students and the teacher but also between students. Game imitating methods (the analysis of concrete situations, exercise machines) allow to appear at the basic and functional levels of forming professional competences, but only when situations and objectives are special. For example, in the course of implementing programs of professional development "The public civil service and anti-corruption in the Russian Federation» students are given the concrete situations having several algorithms of their decision (first of all, connected with duties of civil employees to prevent the conflict of interests), the employees get roles and explain the made decision. Skill training on prevention or an exit from the real situation capable to result in corruption behavior appears the main task of these methods. Game imitating methods show excellent effectiveness in the course of training public civil employees of junior, senior and leading group of positions. The reason consists in a priority of the executive and administrative powers which don't make independent decisions in anti-corruption sphere. Use of imitating methods doesn't give high efficiency when using them in relation to positions of categories "head", "assistant (adviser)" as the level of their responsibility is extremely high and there is no algorithm of a way out of the situation which can be offered to students.

Not game imitating methods (a case a method, a business game) (fig.2) don't have role borders, result clarity, certainty of behavior algorithm.

Applying of active methods becomes possible when concern the main and highest groups of positions in public civil service as they have powers on decision-making and implementing actions on behalf of the employer's representative for preventing corruption behavior. Using a case method becomes possible when students have high level of professional competences in anti-corruption, motivation to training, dialogue with the teacher and audience, experience of overcoming similar situations in office activity. Otherwise, it makes sense to use (at least at the first stage of training) game imitating methods that will allow to formulate possible algorithms of actions with further diversity of their variations at the level of the solving case situations.

Using interactive methods of training as kinds of active methods allows to form functional and special levels of professional competences only when there is knowledge and skills of anti-corruption behavior, students' belonging to a certain group of positions of public service, high degree of motivation in achieving results in the course of training, skills in dialogue communication.

CONCLUSION

In the course of creating programs of additional professional education as main conditions in developing professional competences of the public civil employees are:

First, correspondence of the implemented program to requirements of public authority, labor functions of certain groups of positions. This circumstance becomes the additional source of students' motivation as it is directly connected with their labor functions

Second, creating basic and functional levels of professional competences becomes possible when use imitating and not imitating active methods of training combined according to audience training level, students category, teacher's competence.

Third, the special level of professional competences is reached only at simultaneous coincidence of several conditions: students belonging to the same group of positions, high standard of knowledge and skills in solving problem situations, willingness for dialogue interaction, and period of operation within replacing positions in public service.

Fourth, the conditions of organizing the educational process that assume willingness of audience to dialogue interaction, the average level of knowledge and skills of solving problem situations, possibility to plan educational process despite unpredictability of imitating not game training methods.

Fifth, the average and high level of students motivation to develop program of additional professional education, necessary conditions for its studying, possibility to leave work for a definite period) and ability of working in group (trust, dialogue).

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