

Assessment of the needs of public servants in the formation and development of anti-corruption competencies in the training process

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Abstract

Corruption is one of the most important destructive factors of a systemic nature, operating in the conditions of modern government, is always hidden, unfolding as an antisocial activity, seizing almost all social strata of society. It significantly complicates the positive dynamics and order of economic and socio-political transformations in society and the civil service, undermining citizens' trust to the government.

The existing system of formation of anti-corruption competence of civil servants of the Russian Federation along with positive experience, scientific, educational, human potential is not without certain contradictions that do not fully ensure its compliance with the growing demands of society and the needs of public service in modern personnel.

There is an obvious and serious problem related to the contradiction between the content and forms of training in the advanced training programs for civil servants of the Siberian Federal District and their real needs in the development of anti-corruption competences.

Points for Practitioners and

Points relating to EU integration within Public Administration and Policy

The author will present innovative technologies of training of civil servants, which allow to improve the quality of training and to form civil servants' competencies in the systemic vision of corruption problems, to form an attitude towards anti-corruption behavior and anti-corruption sustainability through the inclusion of civil servants in gaming, project and research activities.

The results of the research will allow eliminating shortcomings in conducting anti-corruption training.

The author managed to introduce innovative forms into the process of training, to organize the provision of specific methodological, advisory assistance to the government officials and HR specialists.

In her work the author uses the experience of the EU countries in the fight against corruption, obtained in NISPAcee conferences and participation in Hans Rieger working group (dbb Academy), being in cooperation with them for 15 years.

Keywords: competence, anti-corruption competence, training satisfaction, interactive training methods, evaluation of the training process.

Introduction

Difficult process of formation and development of the institute of public service is continuing in the Russian Federation and at the same time the anti-corruption legislation is being improved.

Anti-corruption problems has been drawing close attention of researchers and practitioners during last 10 years, from the moment of acceptance of Federal Law No. 273-FZ of December 25, 2008 (as amended on February 15, 2016) "On Counteracting Corruption", since they are topical issues of safety and development of the state and its citizens; ensuring efficiency and effectiveness of public administration.

73 Presidential decrees of the Russian Federation, 26 laws, 62 resolutions of the Government of the Russian Federation, which provided a standard legal ground for anti-corruption work, were accepted for ensuring this process from 2008 to 2018.

The directions of anti-corruption work are presented also in the last Presidential Decree of June 29, 2018 No. 378 "On the National Anti-Corruption Plan for 2018 – 2020" including measures for increase training efficiency of various categories of government employees and formation of their anti-corruption competence in the sphere of anti-corruption [Presidential Decree: 2018].

In this regard there is a question of quality, the general and the particular problems of anti-corruption training of government employees.

1. Research Methodology

1.1. Justification Of The Relevance Of Research

The author continues to examine the problems of formation of anti-corruption competence of public servants in the process of studying at the Siberian Institute of Management based on the research conducted from 2013 to 2018. The experience of participating in the Advanced Training Program for Civil Servants "The State Anti-Corruption Policy in the Civil Service of the Russian Federation" as a teacher-researcher.

The purpose of the study was to identify the views of civil servants on several aspects of the formation of anti-corruption competence. The objectives of the study were to assess the level of satisfaction of civil servants with the content and practical importance of training; to identify their level of knowledge of anti-corruption legislation and the ability to apply it in their professional activities; to highlight the difficulties of civil servants in the course of the anti-corruption activities of the personnel service; consideration of the causes of difficulties in carrying out effective anti-corruption activities in the government; evaluation of the effectiveness of training methods for the formation of anti-corruption competence.

Survey methods, focus groups, expert survey, and included observation were used in the process of study. 706 respondents participated in the survey in its different stages.

The results of the research were used to improve the process of training civil servants in anti-corruption programs, namely, the content of the programs was adjusted to the needs of students in the development of certain competencies; the number of practical lessons has been increased, interactive training methods have been successfully introduced into the process of training — professional simulation, discussions, case studies, and round tables.

1.2. The Main Problems Of Training Civil Servants Of The Russian Federation

On the basis of the analysis of the theory and practice of civil servants training in the Russian Federation the author revealed a number of the main interconnected problems of formation of anti-corruption competence in the training process:

- lack of the professional standards and consistent approaches to understanding of the civil servant activity as a type of professional activity, and the civil servant himself as a professional;
- lack of the standard legal support on introduction of competence-based approach in training and personnel work in the sphere of public service in general, and, in this regard according to their content programs of civil servants training of anti-corruption orientation are not connected with formation of certain competences in the anti-corruption competence structure;
- absence in the theory and practice of training of civil servants of the Russian Federation system approach to the concept of "anti-corruption competence" as sets of anti-corruption competences (so anti-corruption competences of civil servants are not distinguished in the public administration of foreign countries separately, or they are included in structure of their professional competences, being a component of professional competence of civil servants [Hummel, Pfaffl, Rost: 2018, pp. 559–577; Borisova: 2015, pp. 97-105])
- insufficient use of interactive technologies during civil servants training according to successful experience of the EU countries [Dobovsek: 2009; Stranova, Sicakova: 2009; Suwaj, Rieger: 2009].

Let's stop briefly on the particular problems of anti-corruption training at the Siberian institute of management - the branch of RANEPa revealed during the researches in 2013-2018 that follow from the general ones.

2. Main Findings Of Research

2.1. The Needs Of Civil Servants In The Formation Of Anti-Corruption Competencies

In the author's researches from 2013 to 2016 identification of satisfaction with training of civil servants in anti-corruption programs was one of tasks. During the research 480 respondents were interviewed that made 98, 4% of number of all trained civil servants for this period.

The most part of respondents (80% in 2013, up to 69% in 2014; 73% in 2015) was completely satisfied with training. But since many government employees repeatedly came to training only nearly a half (49%) was satisfied with training in 2016 because relevant updates were not included in programs.

Assessment of usefulness of training in a 5-mark scale showed that from 52% to 56% of respondents throughout the entire period (2013-2016) estimated usefulness of training – as "perfect", from 30% to 35% as "very good", about 7-8% as "good", i.e. from 89% to 99% positively assessed usefulness of training. But in 2016 there were "bad" estimates - about 3.8% that meant again need of improvement of programs of training.

But the conducted researches did not give the answer to questions of civil servants' need for the development of certain competences in the structure of anti-corruption competence.

Detection of need for additional anti-corruption knowledges / abilities / competences of civil servants was research problem in 2017-2018 academic year. 266 specialists of HR departments (97% studying) participated in the survey as experts.

The following results were gained after the assessment *knowledge* of the anti-corruption legislation by civil servants: 48% know the anti-corruption legislation "neither good, nor bad"; 21% as "well" and 17% know "badly", i.e. almost every fifth.

The assessment of *abilities* of civil servants to use knowledge of the anti-corruption legislation in their professional activity was carried out: 17% answered that they are able to do it "well"; 42% of respondents consider that civil servants are able to do it "neither good, nor bad"; 21% said they are able to do it "badly".

Thus, only every fifth civil servant has good knowledge of the anti-corruption legislation and only 17% have good abilities on use of this knowledge in their professional activity.

It makes necessary to continue studying of constantly changing anti-corruption legislation and to constantly set this *knowledge* during practical interactive training, forming *abilities* on its use.

Also the difficulties of civil servants were revealed. So, 60% of respondents experience difficulties at identification of the potential conflict of interests; 53% - when filling certificates of income and expenses; 30%-are at a loss when choosing ethically correct behavior in conflict situations on civil service; 17% marked out difficulties of *counteraction* to anti-corruption pressure and misunderstanding of *an algorithm of actions* in a situation of the conflict of interests. All difficulties of civil servants are already connected with *anti-corruption behavior* which is possible to create only with using methods of interactive training.

It was also revealed the problem of prevalence of a traditional method of training of civil servants - lectures (90%) and only 10% of seminars on development of practical skills.

The author of article made an experiment during training of civil servants, used methods of interactive training such as case-study, role-playing and business games, a method of projects, discussions, etc. [Chernyak: 2018, p. 37-44].

After participation in interactive activities of the author civil servants marked out the rating of efficiency of methods of training: 69% noted a method a case-study; 66% - "round table" method; 63% - methods of a discussion, 50% - method of a business game; 44% - a method of projects and only 40% - a lecture method as effective ones.

According to the competency-based approach and theories of andragogy it is necessary to use the interactive methods of training for adults based on the use of experience of students that will allow to create models of anti-corruption behavior to correct a set of personal qualities and system of values of trainees.

2.2. Problems Of Formation Of Anti-Corruption Competences Of Civil Servants In The Training Process

The conducted research revealed the following problems of training of civil servants at the Siberian Institute of Management:

Knowledge-based approach, not competency-based one prevails in the training of civil servants forming anti-corruption competence and behavior model.

Prevalence of a traditional method - theoretical lectures, so interactive methods are used less than for 10%.

Anti-corruption programs are often built taking into account readiness of lecturers at the universities, but not the needs of civil servants for development of concrete anti-corruption competences.

There is a lack of the qualified personnel having special anti-corruption professional training and experience of participation as experts in the commissions on settlement of conflicts of interests and violation of requirements to the office behavior.

The relevant needs for formation of additional anti-corruption competences and difficulties of civil servants are not considered and are not determined in the course of training.

All abovementioned does not allow to create anti-corruption competence of civil servants in the course of training and reduces efficiency of carrying out anti-corruption policy in public service.

Results of a research proved that formation of anti-corruption competence demands detection of needs of civil servants for formation of a certain knowledge, abilities, competences; identifications of difficulties and the reasons of difficulties of civil servants in the course of anti-corruption work and use of effective interactive technologies in the course of training.

Conclusion

The following events were realized for improvement of quality of training of civil servants as the results of researches and experience of the author in the Siberian Institute of Management :

- gradual introduction of competence-based approach in programs of training in anti-corruption subject;
- annual monitoring of studying of difficulties of civil servants and needs for formation of certain anti-corruption competences is carried out that leads to correction of subject of training programs;
- the number of a practical trainings is increased up to 40% with the use of methods of interactive training [Chernyak: 2018, p. 42];
- the number of the teachers and practitioners having special professional training and experience of participation in the commissions on settlement of conflicts of interests and violations of requirements to the office behavior is increased up to 60%;
- according to the identified needs of civil servants, new topics were added to the "Anti-Corruption State Policy" training programs: "Conflict of Interest: Forecasting and Settlement"; "Technologies of behavior of civil servants in a situation of corruption pressure", "Formation of anti-corruption sustainability of civil servants" using interactive teaching methods that will be presented at the conference;

- study guides for carrying out anti-corruption education and training of civil servants for specialists of HR departments of authorities were created [Zenkov, Chernyak: 2017].

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