

**Designing Master's program
"Personnel–management in Public Administration Bodies": from challenges to realization**

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The purpose of the article is to discuss the main challenges of designing Public Administration Master's Program based on the results of the on-line survey of more than 9000 civil servants of Siberian Regions in Russia (May-June, 2015) and about 1000 municipal servants of Novosibirsk (December, 2016). One of them is that many leaders and managers of the authority bodies are not competent in HR–management and insufficient hold modern methods impacting on their stuff. The research results caused the designing of the Master's Program "Personnel Management in Public Administration Bodies" in Siberian Institute of Management which is oriented to coach real and potential managers of public and local administrations and based on the best international and Russian practices.

The next challenge is to match the curriculum with the new federal educational standard and functional qualification requirements to the public servants.

In addition, the article focuses on some aspects and decision making need for realization of this master program. It is shown that the Master's Program should provide competent multifaceted teachers with further improvement of their skills and abilities.

Summing up the article points out the possibilities of developing teacher potential and involvement of international experts and professors.

Key words: public administration values, public servants values, HR-competences, values' oriented education.

Introduction

The Master's program "Personnel–management in Public Administration Bodies" is not a tribute to fashion or an accidental choice. There are some reasons which contributed to creating this educational program.

First, the human resources policy is the alpha and omega of the public administration reform in Russia. The public administration model in the Russian Federation has been set up by the Concept of civil service reform (2001) and some laws are realized through the HR-management. This concept corresponds to the New Public Administration Service model.

At the same time, the rupture between the declared intentions and practices is increasing, the efficiency of the reform and citizens' confidence in public authorities is falling despite of tightening of requirements to the staff in administrative bodies. For the last 10 years a lot of Federal Programs and recommendations about public administration have been set up by the RF Ministry of Labor. In 2018 an important document called "Guidelines for the formation and development of professional culture in government bodies" was adopted by the RF Ministry of Labor. This document aims at determining the values of the authoritarian bodies through civil servants' discussions and implementations. They must also be integrated into HR-management by strengthening the role of leaders and managers. These values should be understood by the civil servants and be "embedded" as their internal setting.

The public servants' attitudes and behavior need to be developed in accordance with the public administration values. Otherwise it can lead to values' dissonance, to decrease satisfaction with their job, as well as an indecent way of living and professional instability [Boyko E., Menshova V., 2015; 2016].

Forming the excellence public service, the executive seniors and leaders of public administration bodies should create conditions for qualitative public servants' work, support their personal and social status, protect their rights and professional interests.

The need for transformation of public administration into the new public service calls for the introduction of new Master's programs aimed on the value and HR-competences development of future and current leaders of administration bodies.

Reasons and main idea of the Master's program project

A selective analysis of the job descriptions of the managerial staff of administration bodies showed (2017) that many of them do not explicitly contain responsibilities to work with their subordinates. As a result, the above mentioned responsibilities are not included as the evaluation criteria. The on-line survey which had been conducted by the Siberian Institute of Management – a branch of the Russian Academy of National Economy and Public Administration was aimed at researching the professional well-being of more than 9,000 civil servants in the Siberian Region (2015) and about 1,000 municipal employees in Novosibirsk (2016) (Boyko E., Menshova V., Kulagin A.) confirmed these findings.

Although the research results have a wide spectrum of analysis, we selected those that are directly related to the topic. In the survey civil and municipal servants were asked to judge the quality of various HR-management aspects. The data [Tab. 1] illustrate a number of public servants, who are fully satisfied, varies from 55.9% (satisfaction with the personnel management in the administration body up to 69.3% (satisfaction with the job growth in the administration body). It means that approximately more than 40% of public servants in one way or another are not satisfied with personnel work. The results of municipal employees' survey are very similar.

Tab.1

Satisfaction with same aspects of working with staff

	Fully satisfied/ agreed	Partially satisfied/ agreed	Partially dissatisfied /disagreed	Fully dissatisfied /disagreed
Are you satisfied with the personnel management in the administration body?	55.9	20.9	10.2	10.0
Are you satisfied with the job growth in the administration body?	69.3	30.0	14.3	11.2
Are you satisfied with recognition for good job?	68.6	25.4	11.9	12.2
Leaders in the administration body motivate employees to qualitative job	60.7	21.5	11.2	13.3
Head of structural unit supports professional development of employees	58.3	19.9	9.8	10.8
Staff promotion in the department depends on job success	58.8	28.5	16.6	14.5
My personal needs are taken into consideration	59.1	29.6	13.2	10.659.1

Thus, the survey results indicate that many leaders and managers of the authoritative bodies are not competent enough in HR–management issues and methods. The mathematical analysis identified two vulnerable groups of managers. The first group includes male managers younger than 35 years old, and the second one includes managers who work in these bodies less than a year. Moreover, many of them do not know how to explicitly set goals and tasks for their subordinates.

These results are the reason to design the Master's program "Personnel Management in Public Administration Bodies" in the Siberian Institute of Management. We would like this program to focus on developing HR-

management competencies of leaders-to-be in authoritarian bodies and reflect the best international and Russian practices.

The Master's Program "Personnel Management in Public Administration Bodies" is unique and has some competitive advantages. One of them is directed to develop the universal competences which every manager of public administration bodies need regardless of the functions and directions of their work.

The results of the on-line research and the new governance aspirations determined the contents and the curriculum of the Master's Program. The goal of the program is to form and develop cultural and professional competencies of civil servants, which are necessary for public service values and career growth. This program would be focused on real and potential managers and leaders of public and local administration bodies and reflect the best international and Russian HR-management practices. The accreditation standards by NASPAA consider social and public values as "heart and soul of the profession" within the Public Administration Master's Programs as opposed to the Business Administration Master's Programs [Molina A.F., McKeown C.L., 2018].

Unfortunately, the Federal Education Standards in Public Administration in Russia are very often being changed. The analysis testified the reduction of the value-semantic component in them. So, the first FES(2010) included such value competencies as "competence of service, aspirations to work for a society, ethical behavior, civil responsibility, ability and readiness for the dialogue on the basis of civil democratic society". But, the FES3+ (2014) includes instrumental competencies which reflect "New Public Management" as the PA model, but do not help to develop public service values of the students.

The goal of the Master's Program is complicated and causes some challenges to its successful realization. The curriculum was designed in accordance with the FES 3+. At the same time, it allows to implement the main idea of the program through the inclusion of such academic disciplines as:

- HR audit;
- State and local government;
- Sociology and Labor marketing;
- Expertise and Analysis in PA;
- Organizational and personnel design;
- Leadership in Public Service;
- Civil Servants' Development;
- Comparative Public Administration;
- Motivation Monitoring;
- HR consulting etc.

The Master's Program is practice-oriented and in addition to the disciplines, includes three types of practices, research work and final state examination. This program was supported by the heads of government bodies in the Siberia region and was internally accredited at the RANEPА.

From project to practice: challenges and opportunities

The Master's program realization is faced with external and internal challenges. Consider some of them.

Due to the Bologna process, the higher education system in Russia was reformed into a two-level one. According to the law "On education" (2012) graduate programs as the second level of higher education are neither enough promoted nor recognized in the Russian society. Whereas in the European part of Russia, the master's programs were implemented and adopted quite easily, the universities in Siberia, as a remote region of Russia, are faced with additional challenges.

Optimization and integration of universities is another direction of the higher education reform in Russia. A prime example of university integration is the Russian Academy of National Economy and Public Administration under the RF President (RANEPА).

The Academy under the RF President is the only and the largest university in Russia and Europe with a socio-economic and humanitarian profile, rightfully occupying the top lines in all national rankings. Today, 54 branches of the Academy are represented in 8 federal districts of the Russian Federation.

Across the country, more than 180 thousand people are trained at the Academy. To date, the total number of students in the regions is more than 80 thousand people, of which more than 70 thousand people are enrolled in undergraduate and specialist programs, in the graduate programs - more than 7 thousand people. More than 1,800 foreign students study at the branches of the Academy. The number of full-time employees of the Academy is more than 11 thousand people, of which over 4 thousand are scientific and pedagogical workers (about 1000 doctors of science and professors, 3000 candidates of science and associate professors). The Academy implements the main professional educational programs - more than 80 undergraduate programs, 8 specialty programs, more than 130 graduate programs. 7 programs of secondary vocational education are being implemented. The Academy has developed and implemented more than 200 programs of additional professional education. About 30 percent of these programs are updated annually.

In accordance with the Decree of the RF President (of 07.07.2011 No. 902) the Academy has the right to set up educational standards for educational programs by itself.

There are a few motivational reasons for students to acquire education at the Presidential Academy, such as:

- Preparation of globally competitive and adaptive management personnel for the state, public and private sectors in order to solve problems of innovative development of the society.

- Implementation of fundamental and applied research and development in the socio-economic and humanitarian spheres.
- Scientific and expert analytical support of state RF authorities.

Moreover, a diploma of the RANEPA (Moscow) is issued to graduates of all branches of the Academy which covers the whole country.

The restructuring and integration processes were complicated enough, but at the same time brought new additional benefits.

The Siberian Academy of Public Administration as specialized for in training public and municipal servants in Siberia lost its independence in 2013, and became a branch of The Academy under the RF President and now it is called the Siberian Institute of Management – the Branch of RANEPA (SIM RANEPA).

At present, SIM RANEPA is the youngest state higher educational institution in Novosibirsk region. The SIM is a leading educational, scientific, methodological, information and analytical training centre for qualification training of the state and municipal officials in the region.

Main areas of the Academy work:

- training and retraining of citizens for state and municipal service;
- professional retraining and professional development of the federal state officials, the state officials of the Siberian Federal District entities, and the individuals holding municipal positions;
- training of highly-qualified academic and educational research personnel;
- organizing and conducting scientific research based on the SIM RANEPA profile;
- providing consultative, information and analytical services, as well as academic and methodological services to the state and local authorities;
- implementing international cooperation according to the SIM RANEPA activity profile.

The structure of the Siberian Institute of Management includes five departments and 19 chairs:

- department of State and Municipal Management;
- department of Politics and International Relations;
- department of Economics and Finance; faculty of Law;
- department of Extramural and Distance Learning, which offers the programs of higher education on a correspondence students' programs available at SIM RANEPA using e-learning.

Moreover, there are Interregional Professional Development Centre and post-graduate courses Further professional education in SIM RANEPA where has been created all the necessary conditions for education.

The decision to project the Master's Program "Personal-Management in Public Administration Bodies" is the strategic guideline of SIM RANEPA development.

In addition to the Siberian Institute of Management there are three universities in Novosibirsk which implement the Master's programs for Public Administration – Siberian Transport University, Novosibirsk State University of Economics and Management, and Novosibirsk State Agrarian University. All programs are based on the Federal Educational Standards (FES) in Public Administration which has been set by the RF Ministry of Education. This standard includes only minimum formal requisitions such as a list of competences that should be formed for masters-to-be, requirements for teacher's qualifications and skills, settings for material and technical base, and the curriculum framework. It offers an opportunity to universities to develop educational programs and to turn them to new tasks and conditions.

Table 2 illustrates that all Master's Public Administration programs in Novosibirsk are devoted to the territorial aspects of state and local governments.

Tab.2

The conjuncture of admission to the master's programs for the Public Administration in Novosibirsk, 2019

University	Profiles of the Master's Program	Tuition fee, rub.	
		full-time students	correspondence students
1	2	5	6
Siberian Institute of Management	Public Administration in subjects of the Russian Personal-Management in Administration Bodies	137 500	70 000
Novosibirsk State Agrarian University	Sustainable agriculture and rural development.	123 148	46 000
Siberian Transport University	State and municipal service	124 400	–
Novosibirsk State University of Economics and Management	State and municipal development of the territory	125 000	65 000

Despite the relatively high cost of training, the Master's Program «Personal-management in Public Administration Bodies» has some advantages and the uniqueness but is not promoted in a proper way.

Traditional sources for graduate programs' recruitment are both bachelors and specialists of the Siberian Institute of Management and other universities, and employees of public authorities. Statistics shows that only 5-

10% bachelor graduates plan to enroll the Master's programs. Moreover, in spite of much more expensive training, the majority of graduates prefer to get education on Moscow and St. Petersburg. This trend was confirmed by the survey of 4-year undergraduate students of the Public Administration Faculty in the Siberia Institute of Management in 2019 (tab.3).

Tab.3

The results of 4-year undergraduate students survey

	The number of respondents	
	people	%
Total	63	100
those planning to enroll master's degree program		
In RANEPA	4	6,4
In Siberian Institute of Management	6	9,5
In other universities	20	31,7
Don't plan to enroll	28	44,5
Don't know	5	7,9

The data illustrate that only about 15% of students plan to join Master's Programs. Only 9% of them want to study in the Siberian Academy of Management. The survey showed that the internal sources cannot be relied on while recruiting to the Master's program. It is necessary to explain the need and prospects of getting a Master's Degree in the Siberian Academy of Management.

So, employees of authoritative bodies in Siberian Regions are the most important potential students to the Master's Program. The program is new, therefore, it is necessary to apply additional efforts to attract state and municipal employees to the master's program. These efforts may include both traditional marketing tools (letters, booklets, video-lectures, meetings with managers and specialists of HR departments, etc.) as well as specific ones. As an example, it may be an Expert Discussion HR-Club.

Another challenge which is related to the implementation of the Federal Educational Standard for the PA Master's program is the requirements to the qualification of professors and lecturers.

According to this standard, graduates must have 18 cultural and professional competences and have to solve professional tasks in organizational, managerial, project, consultative, information-analytical, research and pedagogical domains. It means that professors have to know laws and other regulations of the public administration not only in Russia, but also abroad. Moreover, they have to understand and share values and ethical norms of the public service "with a human face" and they are to be in the know of the contents, teaching methods and technologies and be able to influence and develop the students' values. The development of the civil servants' values is possible due to interactive teaching methods, such as: simulation and business games, case studies, role-plays, discussions, debates, development of analytical and presentation reports etc.

The Chair responsible for the Master's Program is the Personal Management one. The lecturers and professors of the chair are highly-qualified and practice HR-management issues for 20 years. They deeply understand content and legal issues in the public administration sphere and are experienced in state-of-the art interactive teaching methods. All of them are experts of competition and evaluation committees in administration bodies.

For many years SIM RANEPA has been successfully developing international cooperation, having executed a number of major international projects. About half of the academic staff of the Personnel Management Chair attended professional development courses abroad, a number of lecturers have created courses and programs as part of international projects and prepared publications and methodological materials.

The concept of the Master's program "Personnel Management in Public Administration Bodies" sets new tasks and requirements for the teachers need to develop additional specific skills and competences. We live in a globalized world. Along with economy, politics, religion and cultural education is of paramount importance. Professionals can learn a lot from each other, exchange experience and state-of-the-art practices, using the most modern and recently developed methods and knowledge. Hence arises the necessity of speaking a foreign language. English is a global tongue. It is to be included into the curriculum of the Master's program "Personal management in Public Administration Bodies". It will allow personnel managers to plan, hire, organize, delegate, assign, control, direct and motivate their staff to achieve public administration values. But it means that learning English is the key direction to develop the Master's program.

The foreign languages department was the first to introduce a three-year program "Interpreters/translators in the sphere of professional communication" in Novosibirsk and in the Siberian Region. This program used to be unique, based on the best international practices and in-depth study of the English language and is based on the following academic disciplines, such as:

- Language and Country Studies,
- Practical Phonetics,
- Theoretical and Practical Grammar,
- Stylistics of the Russian / English Languages,

- Analytical Reading,
- A course in Translating

The graduates' knowledge results in upper-intermediate and advanced levels. Since 1999 more than 200 graduates receive state diplomas this program and enjoyed the opportunities to be competitive on the labor market. But a problem which holding back the Master's Program is a insufficient foreign language competence of some teachers and students despite the fact that all necessary conditions are at their disposal in the Siberian Institute of Management.

That's why the next promising way is to improve English competence of the Siberian Institute of Management teachers, to coordinate the Master's Program attractiveness with foreign universities in terms of its implementation and to invite highly-qualified visiting professors. It will allow to broaden horizons and to be familiarized with foreign practices, which will be profitable both for students and professors. To sum it up there are real opportunities to bring the Master's Program "Personnel Management in Public Administration Bodies" to be a success.

Conclusions

There are objective reasons for the design of the Master program "Personnel Management in Public Administration Bodies" the Siberian Institute of Management, confirmed by research and analysis of state and municipal employees activities. The content and curriculum of the Master's Program is based on the requirements of the Federal Educational Standards, legal regulations of the public and municipal administration, as well as on the modern approaches and methods of HR-management that every head of a state authority should know and be able to apply.

But the Master's program implementation is faced with external and internal challenges. Analysis of the environment and new tasks that confront the Siberian Institute of Management after integration with the RANEPa, made it possible to identify some problems and outline ways to solve them.

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