

HUMANIZATION CONCEPT OF THE EDUCATIONAL PROCESS IN THE FIELD OF PUBLIC ADMINISTRATION AS A BASIS FOR THE IMPLEMENTATION OF PUBLIC ADMINISTRATION REFORMS

^aNATALIA DRAGOMYRETSKA, ^bILONA KLYMENKO,
^cLEONID PROKOPENKO, ^dIRYNA MATVEENKO,
^eDMYTRO SAMOFALOV, ^fOLHA BAHIRIM

^{a,d,e}*Institute of Public Service and Management of the State University "Odesa Polytechnic", 22, Genoese Str., 65009, Odesa, Ukraine*

^b*Institute of Public Administration and Civil Service of the Taras Shevchenko National University of Kyiv, 20, Antona Tsedika Str., 03057, Kyiv, Ukraine*

^{c,f}*Institute of Public Administration of the Dnipro University of Technology, 29, street Gogol, 49044, Dnipro, Ukraine*

email: ^anataliadrageomyretska@gmail.com,

^bivklymenko@ukr.net, ^cl.l.prokopenko@ukr.net,

^dirinamatveenko19@gmail.com, ^edr.samofallov@gmail.com,

^folha.bahirim@gmail.com

Abstract: It is shown in the article that currently the effectiveness of public administration is associated with the development and implementation of mechanisms to ensure the effectiveness of the professional activities of civil servants. This model assumes a reorientation of budgetary and management processes from accounting for resources to accounting for results. In addition, the public administration system in the new social conditions increasingly needs authority from citizens, support from civil society structures. This is possible only in conditions of improving the quality of professional activity and education of civil servants. Based on historical and analytical approach, development and evolution of the paradigm of educational process in the field of public administration, its humanization are traced, and current state and prospects are described. The practice-oriented approach to the study of the science of public management largely determined the peculiarities of the formation of the education system in the field of public administration, characterized by a focus on the practical training of administrators who know the conceptual foundations of public administration. The authors of the article focus on the current state of the education system in this area and educational programs in public administration and public policy.

Keywords: Educational process, Globalization, Humanization, Public administration, Society.

1 Introduction

Modern educational discourse involves considering educational practices in a global context. Nevertheless, there are areas of the educational space for which country and regional characteristics are especially important. One of these areas is the training of professional managers – qualified personnel for the civil service. At the same time, such educational programs are substantively focused on the existing system of management and rotation of management personnel in the country, enshrined in the relevant regulatory documents. However, humanization direction is observed universally in the educational processes in public administration.

In the current conditions, the effective activity of the state to ensure human rights and freedoms is based on a number of conceptually new approaches that lead to fundamental changes in the organizational and legal foundations of the functioning of government bodies, in particular, the humanization of public administration and an increase in its authority, building relations between the state and the citizen on the principles of partnership, improving organizational forms, methods, and means of ensuring human rights and freedoms, etc.

The modern understanding of the relationship between the interests of the individual and society, the relationship between the interests of the state and the individual cannot be properly implemented through opposing some interests to others, declaring state or personal interests as priorities [1-4]. This goal can be achieved by establishing a real balance of interests in the "citizen – society – state" system, characterized by interaction and interdependence of interests: in a sense, there is a separate priority of public interests, priority of personal interests, as well as a combination of personal and public interests [40]. At the same time, it should be noted that the universal nature of human rights is expressed in the fact that they belong to all people. As

stated in the preamble to the Universal Declaration of Human Rights, "the recognition of the inherent dignity of all members of the human family and their equal, inalienable rights is the basis of freedom, justice, and universal peace" [13]. In the universal concept of human rights of the 20th century, there are religious teachings, political doctrines, economic, ethical and legal concepts. This approach is based on the concept of human dignity as the highest value of an individual. This evidently implies expanding humanization of public management and, accordingly, appropriate changes in the system of public servants training [46].

2 Materials and Methods

The theoretical and methodological basis of the study is the general scientific principles of studying social phenomena and sociological concepts of management activities.

This methodological framework is characterized by the following fundamental provisions:

- Recognition of the systemic nature of management activities; the allocation of general management functions – the achievement of the desired state of the object of management, as well as the private functions of certain types of management activities;
- Sociological interpretation of management as a type of social interaction, involving the activity of both the subject and the object of management;
- An evolutionary interpretation of management in general and the process of social management in particular, which makes it possible to explain the current state of the object of management on the basis of an analysis of previously produced management influences;
- Recognition of scientific support as the most important condition for managing the field of training civil servants.

The methodological basis of the study is the categorical apparatus of public administration theory, institutional theory, general methods of cognition, evolutionary and systemic approaches, principles of formal logic, comparative and situational analyzes.

Moreover, the methodological basis of the study was made up of philosophical, social, psychological, pedagogical theories and concepts of personality development, modern psychological and pedagogical theories and concepts of professional development.

3 Results and Discussion

Professional training in the field of Public Administration began in the late 19th – early 20th century. Born in the knowledge paradigm of education, as conceived by the "pioneers" of public administration (Lorenzfon Stein, who expanded the field of public administration beyond the limits of administrative law as a scientific discipline), this area should have all the hallmarks of a theory. At the same time, education was to be built on the basis of the theory of "professional bureaucracy" [52], which is part of legal or political science. However, the urgent needs of training administrators-practitioners led to the fact that elements of the competence-based approach began to be introduced into education from the very beginning of the existence of the Public Administration field.

The curtailment of public works after the end of the Great Depression led to a gradual weakening of the state's attention to education in public administration [7-10, 17]. A new revival of MPA programs began only during the time of Kennedy and then President L. Johnson, in an era of reorientation of the state towards the needs of citizens and fostering a sense of social responsibility in citizens. Their emphasis changed from "pure, administrative" governance (administration of public works) to

“Good Governance”. At the urging of the US government, the Ford Foundation donated money to 10 leading universities (including Harvard University, Duke University, Carnegie Mellon University) to develop civic, research-based, professionally diverse public administration education programs. Such programs were in opposition to business management programs (business schools have existed since the 1960s, the first of which were also created with the support of the Ford Foundation) [19, 20, 22, 24]. The border between master's programs in public administration and management programs ran along the lines of “Power vs Profit”, “Public Management vs Business Management”. The “Master of Public Administration” programs have assigned areas for training practitioners to work in government agencies in the absence of requirements for work experience.

In the 1970s, there was a tendency towards an increase in the number of “Public Policy” programs, much stronger in comparison with the “Public Administration” programs focused on analytics and theoretical research. In parallel, in the actual research plan, the concept of “New Public Management” (NPM) was being formed, with its emphasis on services to clients and on the efficiency of civil servants and government agencies, on new forms of remuneration for performance, on performance-based budgeting. Soon, there was a division of programs in the field of “Public Policy” (“Master Degree Programs”) into two subtypes, depending on the specifics of concrete programs. Firstly, “Master of Science in Public Policy” (“MSc in PP”) training analysts and scientists in the field of public administration; there are many courses in natural science and mathematical (mathematical models) orientation [26-30]. Such programs require a minimum of two natural science foundation courses, which are administered by the universities themselves. Secondly, it is the “Master of Arts in Public Policy” (“MA in PP”), which trains analysts of cultural and humanitarian profile in the field of public administration.

As can be seen from the analysis of the dynamics of the ratio of programs PA (competence orientation) and RR (knowledge orientation), the prevalence of competence-oriented programs in the field of public administration is currently not completely entrenched and irrevocable, namely: in parallel, there is a development of public administration, a tool for educating managers-practitioners with the skills and abilities of real management, and a tool for educating analysts who have knowledge of building models within the theoretical (analytical) area [31, 32]. In principle, this can lead to further diversification of public administration programs into programs oriented towards the knowledge paradigm and programs oriented towards the competence paradigm.

In the context of dynamic socio-economic changes and transformations, it becomes necessary to single out variable and invariant components in the structure of activity, the latter at the same time playing the role of an activity foundation, on the basis of which it is possible to quickly train a specialist for new professional tasks [33-36]. The state bodies themselves (and other potential employers) are not able to single out such components; they will certainly reproduce the previously existing, fundamentally incorrect requirements for their employees. In such conditions, it is possible to form the required professional competencies by the expert community (more broadly, by the professional communities) based on the strategic goals of reforming public administration. But here another difficulty will arise, associated with the development and application of assessment technologies and tools, indicators of education. In other words, it will be rather difficult to assess whether the competencies developed by the students of educational programs were suitable for employers [37-39]. Nowadays, the most common indicators of the effectiveness of training are students' feedback on the satisfaction of the needs for knowledge, skills, and abilities, achievement of learning goals, teacher qualifications. At the same time, students evaluate training subjectively, through the prism of their “current” professional and service tasks, including elements of functional literacy. A different method of assessment is needed, correlating

with the strategic goals of reforming public administration, which has not yet been developed [16].

Moreover, the practice of limited strategic planning, which has developed in state bodies and local self-government bodies, also reduces the possibilities for long-term personnel planning, determining the needs for personnel, and forming an “order” for the quality characteristics of employees [41-45, 47]. The lack of guidelines or their abstract expression makes it difficult to determine the necessary professional knowledge, skills, qualities of employees both in the present and in the future. The presence of a system of interconnections between the goals, objectives, programs of activity (development) of bodies and the goals, objectives, programs of development of employees would allow integrating the initiative efforts of educational institutions and employers in the formation, subsequent adjustment, and increasing the adequacy of the educational programs being implemented in the field of state and municipal administration.

Modern educational discourse involves considering educational practices in a global context. Nevertheless, there are areas of the educational space for which country and regional characteristics are especially important [49-51]. One of these areas is namely the training of professional managers – qualified personnel for the civil service. At the same time, such educational programs are substantively focused on the existing system of management and rotation of management personnel in the country, enshrined in the relevant regulatory documents.

The Western educational model (primarily, in the United States) is characterized by a high degree of integration of research aspects into the educational process. Research is practically oriented and is often formalized by an extensive system of internships and summer schools [55, 56]. Public administration training is usually interdisciplinary in nature. Often, a course related to the training of civil servants (Public Affair, Public Service, etc.) is integrated into larger training systems, including the following: urban planning; administration of higher education; administration of non-profit organizations; IT administration; environmental policy; financial administration; social politics [59-63]. Such logic of building students' teaching and research presupposes a concentration not on individual competencies or basic knowledge required by a manager, but on solving practical problems, a comprehensive consideration of specific management problems and cases in a particular area (health care, urban studies, etc.)

In Europe, educational programs in public administration are overwhelmingly represented by schools or departments at large universities. There are also separate centers that train specialists in the field of public administration. One can talk about a three-part specification of European management education programs [64-67]. The main types of education in the field of management here will be the legal type, which has an emphasis on the legal components of education and is especially widespread in Germany; at the same time, the political science type characteristic of the Scandinavian countries, while a business management education is typical of UK programs. However, some researchers note that there is also a pan-European approach, which is partially implemented through the inclusion of various educational institutions of certain academic disciplines and entire modules devoted to the pan-European perspective of public administration issues in the curricula [6].

In the Asia-Pacific region, it is difficult to single out a universal model for training civil servants. This is primarily due to the lack of unifying educational standards in the countries of the region (in contrast to European states), as well as significant differences in the political and legal systems of states [68, 69]. The most pronounced desire of regional independent organizations in a broad sense is to create, on their own basis, favorable conditions for the activities of experts in the field of public administration, which is necessary for the production of ideas and concepts. An organization of this kind is significant not only from the point of view of scientific and educational activities. Such universities are of serious political importance, becoming a regional “center of attraction” for personnel and the establishment of work and

personal ties. In Beijing, this aspiration is defined as the formation of its own “think tank” (intellectual center of excellence), in Tokyo – as the creation of a friendly environment for researchers and international research center [5, 23].

The formation of the competence paradigm was accompanied by two processes – the development of arguments of adherents of the knowledge paradigm of education against the implementation of the competence-based approach (it states that outside the theory, knowledge quickly becomes obsolete; non-theoretical professional areas are defective; case study is a waste of time, etc.), as well as the development of arguments in favor of competence paradigm [70]. Such arguments include statements about the uselessness of many sections of theory for practice, about the “theoretical blinkeredness” of theorists, about the advantage of practical experience over newly acquired knowledge, about the need for continuous education with an emphasis on new skills and sphere and similar areas, about too high claims of “theoreticians” and their “snobbery” [53].

It seems that the main confrontation between the competence and knowledge paradigms of education is developing in the areas of epistemology (attitude to truth: the truth or usefulness of knowledge), methodology (forms and methods of conducting the educational process: passive assimilation or interactive forms), training organization (student practice: obtaining analytical tasks or full-scale participation of trainees in professional activity). This confrontation, apparently, will continue until a balance is established between education systems in relation to their subject areas and pursued goals, subjects of the educational process.

Meanwhile, when forming the concept of training highly qualified personnel of the MPA level, it is necessary to take into account a number of objective trends observing in the modern world. First of all, it is about the following tendencies: the process of formation of a transnational political system, about new models of democracy, environmental criteria for socio-economic growth, about the contradictions of social life, expressed in the growth of unpredictability and risks in it, about the new quality of management activities, about the sublevels of the MPA, multilevel and multidimensional strategies for the development of society and the state, the need for interdisciplinary research on the designated issues [6, 7, 64].

At the same time, the main problem is the problem of finding ways, forms, and methods of more effective and efficient management of the state and society based on the formation of social responsibility and a model of ethical business behavior. This implies an objective need to focus on the applied aspects of training MPA personnel as the main direction of such training, so that specialists are able to independently and promptly make optimal management decisions, situationally adequate and taking into account, in addition the short-term and long-term perspective [14, 16, 25]. We are talking about the implemented competence-based approach, in which, in the chain of “knowledge - skills and abilities - professional competence”, the emphasis is objectively placed on the last component.

The main goal of the MPA program is to train highly qualified specialists in the field of PA, who have deep systemic knowledge, as well as professional skills and competencies. Since the international markets for educational services are becoming more diversified, diverse, dynamically developing and changing in the global economy, in order to strengthen our competitive advantages (more precisely, their successful formation), priority is given to the so-called competence component of the training program. The competence-based approach to training specialists in the professional educational program of the MPA is based on training within the framework of the “knowledge - skills and abilities – competence” system [58]. It implies the mastery of future masters not only in the knowledge system and even not only in professional skills and abilities (since environmental conditions are becoming more dynamically changing and less predictable), but primarily in professional competencies, based on humanistic general foundation. In strategic management, competence is defined as follows: “Competence is high professionalism in a particular

type of company activity, achieved as a result of long-term training and accumulation of experience” [57]. The competence of the company does not appear by itself, but is achieved by a conscious effort as a result of long and effective work, an indispensable condition for which is the selection of personnel with the necessary knowledge and skills and the organization of teamwork to achieve high productivity. Having accumulated enough experience, the company moves to a higher level of quality at the same costs; this is how knowledge and experience are transformed into true competence, based on the humanistic approach.

Thus, the main goal of the competence-oriented MPA program is being realized, namely the preparation and formation of a public manager - a professional of the information age, possessing the abilities of permanent self-learning and self-education, involving his associates in this orbit and contributing to the implementation of the principle of creativity and innovation based on the formation of a complementary team [15, 18].

It is interestingly to note that over the past several years, EGPA (IIAS) and NISPA, two leading European associations of institutions and departments of public administration representing Western, Central, and Eastern Europe and the Eurasian region, have jointly held annual expert conferences on major research and teaching issues in public administration, during which the expressed ideas are improved in the process of collective expert discussions. Experts representing the leading national universities of the countries of the European and Eurasian regions are personally invited to these conferences by the leadership of EGPA and NISPA. The purpose of the conferences is to exchange views on trends in the development of public administration as a scientific field and educational direction in Europe and Eurasia, as well as experience in scientific, analytical, and educational work [54].

For the successful implementation of the main goal of the MPA program in the education system of government officials, it is necessary to solve the following main tasks [11, 12, 21, 48, 52]:

- The preparation of the curriculum and educational-methodical plan, its saturation with individual disciplines should be based on the formation of a systematic understanding of students about the goals of state and social management and the mechanisms of interrelation of different levels of government to ensure the growth of the effectiveness of social development;
- In their totality, the academic disciplines included in the program are designed to guarantee the implementation of interdisciplinary and integrated approach to the study of management problems, contributing to the acquisition of a system of knowledge, skills, and competencies by students that provide an effective solution to pressing problems of the socio-economic and political development of society;
- Providing members of civil society and their partners from state institutions with a modern system of knowledge, diversified skills and professional competencies that will allow them to have a high level of professional competitiveness in the field of managerial careers, as well as in the labor market - both national and international;
- Creating the necessary conditions for the individual and personal development of students through the formation of innovative thinking and creative abilities, as well as the use of the principle of analyzing a specific management situation from the standpoint of its theoretical foundations, development factors (positive and negative) and vectors of strategic development alternatives in the educational process. The use of a human resource management system in this case seems to be especially necessary. Thus, the task of forming such skills and competencies of a public manager is being realized, such as an independent analysis of managerial problems and creative making of a situationally optimal decision, creating a single team (based on complementarity), developing an optimal leadership and leadership style, ensuring effective models

of organizational behavior, optimizing the negotiation process, business communications and presentations;

- The content of training courses should provide students with the opportunity to master both solid theoretical knowledge and applied skills and professional competencies, based on analytical tools for making multi-level management decisions, which is closely related to the real practice of public administration and civil engineering;
- The main priorities of the MPA program should be given to a comprehensive examination of the problems of public and social management in national conditions, analyzed taking into account the need for a critical study of relevant foreign practices; the specific relationship between domestic and foreign issues should be objectively interconnected with the specifics and goals of this program.

In fact, the MRA program will contribute to improving the scientific and methodological support of continuous humanitarian education in the higher education system in the country in the context of the formation of managerial competence and the development of a new type of managerial culture. The MRA program is based on the concept of connecting lifelong professional education with the processes of socialization and adaptation of students to social dynamics in a multicultural society in the context of globalization.

4 Conclusion

The methodology of the MPA program is based on a combination of economic, political, and socio-humanitarian consideration of management problems. These approaches imply the following: interdisciplinary vision of the problem; development of applied skills, abilities and competencies; the use of techniques and methods that combine theoretical and practical methods of solving management problems that justify themselves in the field of socio-political, economic, and special management disciplines, as well as the comparative method, including comparison of management approaches and solutions implemented in different socio-cultural, economic, and political conditions.

The methodology of the program involves strengthening the applied orientation of training specialists in dynamically developing structures of various levels in order to develop practical skills, form competencies and a creative approach to solving specific problems of public administration based on their understanding and theoretical analysis within the framework of coursework and master's theses.

A significant modernization of the education system, which led to the formation of a competence-based approach to the problem of training modern highly qualified personnel, was based on the progressive development of technology, which, in turn, was one of the forms of transition from the industrial to the post-industrial era. The competence-based approach in the structural and functional aspect consists of interconnected systems of "soft" management technologies and economic democracy, which mark a new modern stage in the development of industrial relations, on the one hand, and on the other, it acts as a non-alternative condition for further socio-economic progress.

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Primary Paper Section: A

Secondary Paper Section: AE, AG, AH