

Human Resources Capacity of Municipal Administration: Ways out of Crisis

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Abstract: The study deals with some aspects of the human resources of municipal governance. The researchers aim at a comprehensive study of modern municipal management of human resources, using the apparatus of quantitative methods of sociological research. Sociological researches in municipal formations of Belgorod Region, the Central Federal District, the Russian Federation suggest that the authorities of all levels need personnel renewal. New practices with human potential which are still in the formative stage have replaced hierarchical selection of Soviet times. In this regard, the researchers believe that it is necessary to identify the main vectors of the further development of local self-government, a kind of local life philosophy based on democratic norms and taking into account the traditional values of Russian society. In addition to the positive changes in the management of municipal sphere to which the researchers ascribe the wide use of local resources, the introduction of new information technologies and communication systems, the introduction of the municipal practice of modern rules of law, there can be allocated problematic areas. Among the negative factors identified by the research, the researchers noted the problem of the formation and renewal of personnel reserve of researchers lack of basic education and others.

Key words: Municipal governance, human resources, personnel policy, advanced vocational personnel education, modern personnel technologies

INTRODUCTION

In the annual address to the Federal Assembly of the Russian Federation, December 4, 2014, the president of the Russian Federation Vladimir Putin mentioned that we will succeed if we earn our welfare and prosperity by ourselves but we will not rely on good luck or external conditions. It will happen when we cope with the disorganization and irresponsibility with the habit “to bury in the papers” the execution of decisions made. I want everyone to understand that this is not just the brake on the way of development of Russia it is a direct threat to its security.

The president of Russian Federation added also that for this we need to clearly define the organizational and financial basis of local government to distribute the power and financial resources between the local government and the region. In Russia, there are >22,000 municipalities from the big city to a small rural settlement. A very important thing of the Russian leadership is the refusal of the universal approach with the definition of those socio-economic functions which are assigned to municipalities. Our practice in relation to local government as its own specifics; however, we need to get acquainted with the experience of the federal budget development in other countries. It is fully applies to the work of municipalities.

PERSONNEL ENSURING OF LOCAL COMMUNITIES AND HUMAN RESOURCES OF SOCIETY

It is known that in local communities each person realizes his vital forces, professional skill and creativity. The relevance of the stated problem is determined by the fact that in the second decade of the 21st century in new Russia, it is necessary to change the object of management the municipalities and this should lead to fundamental changes in the local community as a subject of activities, civil society institutes and political parties, developed on the basis of true local government. The latter have to master a new strategy of the 21st century.

Firstly, it is personnel support of sustainable socio-economic development of territories of the local community and its local government based on a broad delegations of rights and powers, free use of locally available resources (human, financial, economic, intellectual, informational, etc).

Secondly, the wide application of information analytical systems, complex target municipal projects and programs and other scientific methods of municipal government. Thirdly, the development and implementation of the municipal practice of modern legal norms including municipality.

This is the general direction of the further development of local communities and personnel ensuring of sustainable development of municipal territories.

According to the president of Russia Vladimir Putin for rhythmical, coordinated and effective work we need coordination of all branches of government: the executive and representative and of course, legal. In this regard, there is increasing the value of our conceptions of the human resources of administrative staff its quantitative and qualitative characteristics as well as development tendencies.

The term "human resources" expresses one of the essential features of personnel it is open and hidden (unclaimed, unused) capacity and capabilities (professional, personal, etc). It is kind of integrated, including unused, ability of staff to professional activity, hidden reserves and potential. The words "potential" "potency" comes from Latin (potential) in Russian means "strength", "opportunity" and "power". The ancient greek philosopher Aristotle considered the act and potency as the basis of all that exists. The existence is divided into "potential" and "actual" and the establishment is regarded as transition from the first to the second. Today, from a variety of ancient sense of the word "potency" we refer to our object of study, those which tell us that the potential can be professional, personal, motivational and creative, intellectual, managerial and others. The term "potential" includes the entire set of means, reserves, sources that can be used if necessary with any purpose. If society does not use the full available opportunities including staff, there arise and are accumulated reserves (Latin reserve to ave, preserve: the source from which it can be gained fresh strength; the supply of anything in case of need; the possible tools that have not been used). Unfortunately, the huge social reserves in our society are irretrievably lost because they cannot be kept.

Human resources of society is a part of its social potential which is characterized as reserves of creative energy of individuals, social organizations, social groups, civil society institutions, government and municipal management system of public affairs. These reserves of human energy are enormous. Some scientists compare them with the energy of the atomic nucleus. Therefore, one of the most urgent tasks today is the problem of quality storage and realization of this potential, opening of creative possibilities of human, social organizations, including various forms of activity (Selden *at al.*, 2001).

MODERN MANAGEMENT THEORIES

Currently, among all of society's resources: natural, material, information, technical, financial, two resources are determinable or priority: social and managerial. Their

improper use leads to stagnation of society, acts as a brake of progress, disorganize public and political activity. Two concepts of "social and managerial resources" are inextricably linked.

The latest management theories suggest that the development of modern society and social production cannot be viewed in isolation from social life as an indissoluble and stable connection between the technical, technological and spiritual-cultural factors is generated every day.

The main subject of governance is society as a whole each individual. From this perspective, the management capacity is a part of the social one. The main meaning of management is to raise the degree of organization and self-organization of society on the level of those basic human values (truth, beauty, goodness, justice) which are the supreme regulators of human activity.

Management can be considered as socially successful if within a specific time period management subjects (government authorities, local governments, business entities, etc.) undertake the impacts which are adequate to the expectations and interests of their managed objects (people and the various manifestations of their activity) (Donahue *at al.*, 2000). That can be achieved only as a result of maximum proximity of the subject to the object management (individuals in positions of authority should know what people who have delegated this power, care about). Of course in a separate local municipality this process is easier and faster to carry out than within the region or the entire country. On the other hand, it is impossible to change something radically at the local levels if the higher levels of power and control do not create the appropriate economic, legal and technological conditions. The system of relationships "government-local government-a person" is based on the optimization of these two contradictory features (Kokin, 2007).

Change of values takes place in every society at every stage of its development it is reflected in all aspects of the organization of social life-political, economic, spiritual and appears in the appropriate forms of social management, the methods of production of goods and types of culture.

It is known that the laws of social development are objective and are beyond human arbitrariness. However, their knowledge and proper use of social practice a necessary condition for the proper functioning and development of society. It is a function of highly professional human resources potential of the society which acts as a part of the human factor and is formed in the process of people's participation in the creation of material and spiritual values in the management of public affairs.

Taking into account the results of studies of Russian and foreign scientists as well as the practice of international organizations, framework characteristics of human capacity can be formulated as follows:

- Intellectual potential including the ability acquired through continuing education
- Social potential including communication skills ensuring effective socialization
- The potential of professional experience including the acquisition of its mechanisms of generalization
- Psycho-physiological potential
- Integrative potential including the compensation mechanisms absent or underdeveloped abilities relating to the above characteristics

Thus, human resources is the main factor that determines the effectiveness of the government and local government, providing control of social processes.

As defined in Article 2 of the constitution of the Russian Federation, a person is the highest value. This constitutional provision applies to that part of the working population whose representatives have appropriate professional education (a sign of their belonging to the personnel body) it is also the basis for the objectification of the concept of "human resource capacity".

At the same time, the most important task is the correct and meaningful determination of the quality of human resource capacity on the basis of objective, reliable and credible attestation diagnostic, prognostic assessment (Selden and Wooters, 2011). This involves the quality of human resource capacity as a measure of its social usefulness in relation to social demand (actual and forecast) of the society.

METHODOLOGY, PURPOSES AND ISSUES TO SOLVE

The presented research is devoted to studying of an actual problem of dynamical changes from the Soviet control system to modern model of human resources management at municipal level with a support of the methodological device developed in the works by Amy Kneedler Donahue, Sally Coleman Selden and Patricia W. Ingraham Measuring, I.A. Kokina and V.I. Patrusheva. Empirical data for an assessment of dynamics of personnel capacity of municipal management were obtained as a result of sociological researches carrying out by the researchers in Belgorod Region and Central Federal District. The purpose of the research the analysis of human resources management at municipal level. The issues to solve:

- Conceptualization of the transition from Soviet to modern human resources management system
- Comparative analysis of Russian and foreign approaches to human resources management
- The research of personnel capacity of municipal management on the materials of Belgorod Region and Central Federal District of Russian Federation
- The definition of the problems of personnel capacity formation and use at municipal level in modern Russia

It should be noted that the staff of the state and municipal government is a special social category, numbering hundreds of thousands of specialists in different job status, educational profile and qualifications. Some of them are employed in state bodies and other in municipal. Some are elected by the people: governors, mayors, deputies of regional legislative bodies, deputies of representative bodies of local self-government and others which are assigned in accordance with established techniques and procedures. They actually concentrated enormous as the regional and municipal authorities. Therefore, their professional and personal qualities are regarded as the Society of increased requirements (Tavits, 2006) and procedures for personnel work should be innovative well designed and debugged, providing "coming to power" of the most worthy, creative professionals and decent people whose service to residents of the region or of the local community, becomes the norm of life and activity (Goodman *et al.*, 2006).

Unfortunately, we stand in solidarity with those who believe that modern Russian society has not developed well thought-out and scientifically sound personnel policy has not mastered highly advanced personnel technologies (in this respect the other post-Soviet countries and particularly China have a different result) (Yang *et al.*, 2012).

Many things are limited by various kinds of scientific concepts, scientific conferences, roundtable discussions, short-term campaigns and reforms. At the same time in the field of human resources and the necessity there has ripened the reform of the conformity to plan of actions, balance, consistency and prospects of the strategic goals and objectives.

In the last decade of the 20th century and the first decade of the 21st century, a number of Russian scientists believed that the personnel problem will be solved by itself, "the market and competition" will help to manage human resources processes and to identify worthy leaders, top managers and specialists and to bring them to leadership positions in the authorities. However, state and municipal practice has confirmed the ineffectiveness of this approach in personnel policy as in this work it is

necessary to use modern management, personnel and information technologies including technologies related to the evaluation, selection and recruitment, advanced professional training (retraining) of employees according to standards of the third generation. But the focus of this work should be given to the issue of formation and rational use of managerial personnel reserve.

However as it is evidenced by our sociological research, conducted in the municipalities of the Belgorod Region, Central Federal District, Russian, authorities at all levels need personnel renewal and renewal of skilled workers of municipal service.

Statistics show that only 71.5% of municipal employees have higher education, 24.8% have specialized secondary education and 3.7% have secondary education. Purposeful work is necessary to consolidate the staff of municipal service in ages of 30 and 40 years whose share decreased from 24-21%. Only 51% of municipal employees have the experience of municipal service for over 5 years.

All of this has an impact on the effectiveness of the employees work of the municipality. Study of public opinion on the effectiveness of municipal personnel policy of Belgorod allows to conclude that the main barriers preventing the implementation of the municipal personnel policy are formalism of the work with a reserve of local authorities personnel, inefficient evaluation of the quality of labor and vocational training system, imperfect mechanisms of competitions. According to people interviewed, now there is very acute problem of personnel reserve of local authorities 42.55% in an average degree it is considered 44.68% and only 8.51% think that there are no problems with the personnel reserve.

Among the main requirements that must be satisfied by municipal employees, according to respondents are: professionalism 89.36%; communication skills, ability to establish contact with the population 57.45%. In this regard, we believe that there is need for new sources for the replenishment of administrative municipal body. In fact, today there is a lack of qualified personnel with practical experience and as a rule, two diverse higher educations (administrative, economic, legal and engineering).

At the same time, the factors that may greatly improve the efficiency of official activity of municipal employees, relate: career opportunities 91.49%, financial incentives 78.72%.

The current system of selection and appointment of municipal officials in many ways resembles the "selection and placement of personnel," i.e., those famous rules that has formed Soviet nomenclature. At the same time, the current structure of municipal employees burdened itself of this heritage.

On the results of our study, the most important human resources technologies for the formation of the professional personnel structure of municipal service are called competitive selection for vacant positions (65.96%) and the formation of personnel reserve (57.45%).

The deficit of the administrative staff of municipal employees is especially noticeable in the bodies of municipal administration in urban districts, municipal districts, rural and urban settlements. In this regard, we agree with the opinion of professor A. Turchinov and V. Patrushev that "one of the reasons for the stagnation of personnel and staff turnover in state and municipal authorities is the lack of competition, normal competition between professionals. The term "labor market" in the sphere of state and municipal administration does not apply. Open market selection, i.e., competitive technology, has not replaced the hierarchical selection with its inherent shuffling of the same deck personnel. Even administrative changes sometimes copy the Soviet practice. The gist of it is well known: the reorganization of administrative structures of local authorities takes place as a rule when you want to move a big boss to reduce or to dismiss someone and vice versa to put forward someone for a good position. Since then little has changed. Our system of government is still dependent on personalities, human apportionments at the top level, the fight of groups, perpetual, indefatigable creation of "checks and balances", someone's desire to build his own hardware defenses and secure the maximum service comfort" (Turchinov, 2012).

In this context, the opinion of Yevgeny Primakov seems urgent, he believes that for economic and financial stability in Russia which he announced in a speech at a meeting of "Mercury Club" one of the reasons for the decline in the economy and in the management of is "personnel deprofessionalism".

In today's reality, we understand that any transformations are doomed to failure if we do not promptly reform the staff of the municipal apparatus. The new Russia as before is in need of high-quality management personnel. We are ruined by irresponsibility and incompetence, inability to analyze deeply the state and development trends of the municipal personnel policy, strategies for social and economic development of municipalities to forestall the negative trends and to control and to organize the implementation of decisions and municipal programs. And behind all this there is the degradation of economic and intellectual potential of the country, regions, municipalities, the saturation of power structures with dilettantes having superficial knowledge in the field of politics, economics and management, questionable experience in business structures and what is most unpleasant, having unstable civil position.

There can be only one conclusion from the above: issues of improving the legal, managerial and moral culture and ethics of municipal management, the mastery of effective methods and modern technologies related to personnel selection, evaluation and training of personnel should be the focus of the federal government. Only on this basis we can direct the creative energy of governing bodies to the staffing of sustainable socio-economic development of municipalities and regions.

At the same time, municipal officials refer to the following main barriers that impede improvement of their professionalism: insufficient wages 55.32%, staff turnover 46.81% and the lack of motivation of effective official activity.

Respondents put the main most significant problems of formation and use of personnel reserve of local government: the exclusion of formalism in the work with the personnel reserve of local authorities 55.32% and production of incentive measures for candidates to personnel reserve 42.55%.

According to the respondents, the focus of local authorities as the main direction of formation of human resources should be the creation of conditions for attracting highly professional staff in local authorities 95.74%. It is also noted that the most important task, requiring urgent solution is preparation, selection of the staff of local authorities 74.47%. Over the last 3 years, two-thirds of the respondents took a refresher course 65.96%.

Negative factors include the fact that only 31.91% of municipal employees and members of the personnel reserve have basic higher education in the field of state and municipal management. Among those who do not have this education, more than half (56.25%) would like to get it.

This is quite obvious that the brunt of the reform of local government, state-building in the new Russia in the 21st century lies on the local government where all citizens can to be schooled of democratic life, forming and showing creative thinking, professionalism in the social and economic organization of their home, their territory, electoral district, reproduction of vitality. Therefore, we believe that in a national scale it is necessary to determine the main vectors of the further development of the local government, a sort of philosophy of the local life which can be the basis for a modern model of organization of municipal and local authorities.

CONCLUSION

We believe that to a certain extent the above mentioned problems will encourage research in the

field of theory and municipal practices will contribute to the further development of Russian municipal science and municipal activities.

A positive phenomenon in this respect is that in the present conditions of the 21st century the number of supporters among scientists and practitioners is growing, they understand that all business is in staff that meets the needs of today's time. Only professionally trained and creative staff, armed with modern social technologies can formulate the municipal society, provide the high quality of life, create and perpetuate the foundation of the Russian statehood, the vector which should be defined by the concept of sustainable development of human resources within each community.

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