Abdyramanova Ch. Sh.**International experience in public servants' capacity building and its application in the Kyrgyz Republic***Public Administration Academy
(Kyrgyz Republic, Bishkek)**doi: 10.18411/lj-08-2019-50**ids: lj-08-2019-50***Abstract**

On the basis of a comparative comparison of the Capacity Building methods and forms for employees of foreign state bodies, the most suitable for introduction into educational processes in the Kyrgyz Republic for public servants and municipal servants have been identified. As proposals for study, gradual and different in format norms for the training programs provision are introduced. The priority directions are shown in building further plans for advanced training, distant learning and, as a whole, further education of public servants and municipal employees.

Key words: educational programs; training practice; model of need formation; centralization of planning; personnel reserve; adaptation program; target group; support for changes; standards differentiation; distance education; comprehensive assessment; qualification requirements.

Аннотация

На основании сравнительного сопоставления методов и форм обучения сотрудников зарубежных государственных органов, выявлены наиболее подходящие к внедрению в образовательные процессы в Кыргызской Республике для государственных и муниципальных служащих.

В качестве предложений для изучения вносятся поэтапные и различные по формату нормы предоставления обучающих программ. Показаны приоритетные направления в выстраивании дальнейших планов по повышению квалификации, переподготовки, дистантной формы обучения и, в целом, дополнительного образования государственных гражданских служащих и муниципальных служащих.

Ключевые слова: образовательные программы, практика обучения, модель формирования потребности, централизация планирования, кадровый резерв, адаптационная программа, целевая группа, поддержка изменений, дифференциация нормативов, дистантное образование, комплексная оценка, квалификационные требования.

In the international practice several special approaches and universal requirements for capacity building of public servants can be distinguished and separate lists of requirements stand out among them that apply only to people holding managerial positions. According to these requirements capacity building of public servants is carried out in specialized educational institutions that for the most part coincides, for example, with the Kyrgyz Republic's educational system. However, a distinctive feature of these specialized institutions is the presence of a large number of adaptation programs and besides of a different type, and each of these programs is linked to personnel processes (Human Resources Procedures). There is a strong emphasis on managerial training, including the development of the so-called soft skills - decision making, communication, customer focus, negotiations, etc., makes these training programs universal and applicable for a wide range of listeners. As a rule, such a system of training and development of public servants has much common with the organization of similar processes in business structures [5, 56-58 pp.].

To consider the applicability of international standards in the capacity building of public and municipal servants in Kyrgyzstan, we will consider a typical cycle of training and development of staff of a state organization.

So, at the first stage, the needs for training and development are determined. Further, at the second stage, educational and developmental events are planned and organized. Then, during the third stage, these activities are implemented. And at long last at the very final, fourth stage, an assessment is given of the effectiveness of training and development programs. Now we are considering how the needs for capacity building of public and municipal servants are formed and may suggest that there are two systems: the centralized and the flexible ones.

The centralized is with an emphasis on established rules, regulations, training of all servants once in a certain period, qualification exams and qualification standards. The disadvantages of this model are low flexibility of the system and poor accounting of actual training needs. This model is suitable for well-established stable systems [4, 67-69 pp.]. It is not suitable for all types of work and government in conditions of high uncertainty and change. Flexible system where emphasis is placed on services, work on order, taking into account the local specifics of a particular authority and unit. A necessary requirement for the implementation of such a model is the requirement for a high level of awareness of the learning process importance for leaders at all levels, as well as the ability to work on order from educational institutions. Such a model is suitable for situations of change, however, it is significantly more complicated while implementing.

In centralizing of planning and organization of capacity building for public and municipal servants, it is proposed to apply the introduction of functional planning to the central apparatuses of public authorities when specialized authorities plan necessary trainings for target groups in all other bodies. This gives an increase in the effectiveness of educational programs. However, with such planning there are risks of having to take into account the needs of various authorities and creating specialized software.

In the personnel reserve training, it is proposed to significantly increase the training volumes of state bodies representatives to increase the level of readiness of reservists for an appointment. But we do not have to forget that there may be “wasted” costs for training individuals who will not subsequently be assigned to reserved positions; the difficulties of accurate career planning; low quality of personnel reserve formation. There is an inefficiency in the process of “outrunning” training of public servants (reservists) in tasks that they still do not solve in practice [7, pp. 58-61].

In the implementation of adaptation programs for newly appointed public servants, it is necessary to provide the mandatory trainings for them, including online format (distant learning). Experimentally, it is possible to introduce adaptation programs for newly appointed public servants in one or two regions of Kyrgyzstan like pilot programs that may reduce risks of insufficient adaptation and, at the same time, more quickly immerse themselves in the context of public service with ease.

An effective way of the focused capacity building is to introduce training for target groups of key personnel, for example, conducting educational programs for all heads of departments of any government body and in this way a state educational politics might significantly increase the effectiveness of the educational impact on the right category of personnel. For example, after the announcement the year of 2019 as the “Year of the Regions Development and Digitalization in the Kyrgyz Republic” by Kyrgyzstan’s President Sooronbai Jeenbekov, several series of courses/training seminars for heads and specialists by information and communication technology departments were held which led to a significant breakthrough in the transfer of state and municipal services to electronic platforms. The focus of the Kyrgyz Republic on digital transformation in accordance with the “Digital Transformation Concept of the Digital Kyrgyzstan 2019-2023” [7] necessitates the dramatic transformation of the professional qualities of public and municipal servants.

Data on the skills and competencies of public and municipal servants will be included in the centralized electronic system for recording public servants and municipal personnel within the Automated Information System (hereinafter-AIS Kyzmat). The system is developed and implemented throughout Kyrgyzstan in every state, municipal and judicial body and will form, store and process information about public and municipal servants in a single database. The system also allows you to register, view, update personal cards of all employees, keep records of seniority, keep a register of criminal cases, administrative responsibility, analytical reports on education, qualifications, age, marital status, gender, number of staff and much more. The system will automatically generate reports on the personnel potential of each state and municipal body, evaluate the burden on each employee, which will make it possible to assess the suitability of the position and salary. Also, on the basis of the developed modules, self-training tools and applying for vacant positions in the online mode are provided. For today (on June of the year 2019) AIS Kyzmat was put into operation in 43 state bodies and Bishkek capital mayor's office of the Kyrgyz Republic. The data of 12 thousand Kyrgyzstan's public and municipal servants is digitized and 400 active users among them are registered.

The possibilities of such a form of training for public and municipal servants as supporting of positive changes is that it is proposed to introduce training as part of large change projects and form a common vector (program) as a whole for capacity building to more employees from one to three year with the arrangement of key priorities. This will provide great opportunities to improve capacity building and significantly increase the effectiveness of change projects provided that there is a proper planning.

A proposal on the practical usage of a wide range of training forms - from distant learning to training form and team building formats; from hybrid learning - to mixed several formats in one program; differentiation of hourly standards by type and duration of educational programs; the transfer of mass education to distant formats with the reduction of hours just for a “tick”, together provides the opportunity to accurately meet the training needs, avoiding formalism in training. And the most important thing is the possibility of introducing modern high-performance formats [1] and a significant increase in the efficiency of using budget funds.

The introduction of various forms of training in turn will give a fixation at the legislative level of a multicomponent continuous system of training and development.

Classical additional professional education, lecture-type mass educational programs, distance learning system, electronic educational spaces, corporate social networks, active forms of training, team building, developmental events, strategic sessions, conferences, internships, long-term educational programs for a particular category of public servants – in general, all this provides a differentiation of training formats among themselves, the flexible use of different forms depending on the task [3, 54-57 pp.] .

The development of a unified system of distance learning and distant educational programs, the creation of a corporate social network (educational space) for public servants provides tremendous opportunities for mass training of public servants at minimal cost, and creates a resource where public servants can quickly find the necessary information and learn the experience of their colleagues abroad [4, 43-48 pp.]. This will require efforts to administer distant learning systems, and take into account the potential lack of preparation of many public servants for such development formats.

The development of basic qualification requirements ranging from low-level specialists to senior managers of any state body, including knowledge of the state language, experience in managing people, knowledge in the distribution of public finances, the possibility of project management, standardizes the volume of knowledge of a public servant at different levels. To this, it is necessary to add the compulsory development of educational programs (including in the distant format) for the content of qualification requirements, passing the relevant qualification exams a certain period after taking up a post. Of course,

there is a chance of encountering quite surmountable difficulties in administering the system, additional costs, the need to create new educational programs and distance learning systems.

And the last proposal on the applicability of international practice to the training of public civil servants in the Kyrgyz Republic is the introduction of a norm that gives substantial preferences to educational institutions specializing in the training of public servants. Also, normative fixing of the educational programs' quality standards for public servants: requirements for teachers, methods of exit and entrance control, correlation of forms of capacity building, number of listeners in groups, etc. This would give an increase in the quality of the educational programs' implementation, the admission of only qualified providers to train public servants; however, all these measures should be implemented taking into account the characteristics of individual authorities and capacity building educational programs.

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