Abstract:
Present situation of Russian system of training for civil servants characterized by low level of its financing, lack of single managerial unit, and over centralized system of programs accreditation. To replace existed system of training for civil servants on new one, four possible basic models should be taking into account: model of Associations; model of corporative education (corporative university); model of personal financing; model of limited competition. At the article, main elements of the models described. The optimal combination of the elements for national model of training for civil servants selected.

1. Russian data and problems
Russian system of training for civil servants, after two decades of its development, growth into complicate and multi-dimensional set of different programs. A lot of educational organizations across all the country participated in civil servants training. Distributed system of state bodies on federal and regional level is responsible for managing of the training processes operation.

At present, the system for civil servants training (in Russian – system of DPO GS, i.e. supplementary professional education system for government servants) consists of next types of educational programs:

- Short-term training programs up to 72 hours, prepared according to the urgent operational necessities of governmental structures;
- Mid-term programs for civil servants qualification increasing (usually around 144 hours);
- Programs for re-qualification in case of job position change from one governmental body to other, or strong position change from executive to managerial level, or in case of necessity of some innovative activity introduce (500 hours);
- MPA programs for civil servants on top managerial positions (1000 hours);
- Practical training programs, including training abroad (stazhirovki).

According to Russian legislation, every from 1,600 thousands of civil and municipal servants should pass thorough training programs at least once in 3 years. It means that capacity of training institutions should be enough to provide such an educational demands.

Estimated number of training organizations in Russia, mostly universities and educational organizations belonged to the government bodies, which is accredited for training programs, is not less than 400-500, but mostly
training programs concentrated in National (Federal) Universities and in Research Universities (jointly, 56 of such
universities), in educational organizations belonged to the government bodies. Top positions among training
organizations is occupied by Academy of People Economy and Civil Service under the President of Russia
(including its regional affiliations), Research University – Higher School of Economics, Moscow State University,
University of Finances under the Government of Russia, S-Petersburg State University.

Federal Ministry of Healthcare and Social Development have responsibility for collecting the requests from
other federal bodies on training programs for its servants, and announce and evaluate the tenders among training
organizations to implement the training. On regional level (Subjects of Russian Federation), the same function
concentrated mostly in Administrations of Subjects. Administration of the President of Russia managing the process
of training (coordinate the efforts of other bodies), and operate training abroad for federal civil servants. Apparat of
Government of Russia advice training and collect data from training managing by executive federal bodies.
Additionally, Apparat of State Duma and Apparat of Soviet of Federation, upper and lower legislative federal
bodies, plus Apparat of Supreme Courts have its own training systems.

Present situation with Russian system of training for civil servants have a lot of negative features. Main
negative features of the system are:

- Low level of financing: norms of financing for one civil servant of executive level are $2.5 per one
  training hour, and for managerial level is $4 per one training hour. Number of servants in one seminar
group is limited by 6 people;
- Inappropriate procedures of tenders, including slow processes of winners selection (selection of
  training organizations for nominated goals of training programs finished only in the end of September
  – beginning of October, despite to necessity to realize short term training programs not later than in the
  beginning of December);
- Necessity for long-term training programs to pass though tenders every calendar year despite the fact,
  that training organizations for previous year (for same program) already was selected;
- Impossibility to spend all allocated in the federal budget training money (for federal civil servants)
  because of tender procedural difficulties and low level of financing for the programs;
- Lack of single managerial government unit that is responsible for operation of civil servants training
  (instead of it, Russia have 3 such units in Administration of the President of Russia, in the Apparat of
  Government, and in the Ministry of healthcare and social development);
- Over-bureaucratic centralized system of accreditation for training programs, that can not react properly
  on establishing of new educational programs;
- Underdeveloped interactive and on-line methodics for education.

2. Basic models of training for civil servants (international experience)

To replace existed in Russia the system of training for civil servants on new one, we need to extract the systems
of civil servants training that functioned successfully in some countries, including national systems of civil servants

6 It is approximately half from 1000 Russian universities, which used its legal rights to execute training programs for
civil servants according to their licensed educational directions, plus at least 50-100 educational organizations
belonged to the government bodies (federal and regional levels).
training in the USA, countries of European Union, China, Kazakhstan, etc. Also, some elements from Russian experience should be included.

Diversity of national systems of training for civil servants, its successful elements, managerial schemes for operation of training processes, could be concentrated in four possible “basic” models.

- **Model of professional associations.** This model represents experience of functioning of the system of civil servants training in the USA. In the model of associations, 3 levels exist. Government Agency US and World Report elaborate the list of best Schools in Public Administration, Public Policy and Public Affairs (ranking). It is include the achievements of Schools on all educational levels, including training programs. On second level, NASPAA responsible for accreditation of the programs. On basic, third level, training programs from different organizations and bodies compete;

- **Model of corporate (or virtual, resource) university.** This model based on competency approach for training programs, that is elaborated in some Russian regions, in France, and promoted in the “Strategy 2020” (Russia) by introducing of professional-qualification frame of job positions for civil servants;

- **Model of limited competition**, using the practice of tenders for selection of training programs, according to requests from government bodies. This model could be refreshed from the tender model, existed on federal level (in Russia);

- **Model for personal financing of civil servants providing their participation in the training programs.** The personal financing model (financial personal vouchers) has some roots in the training systems in USA, some European countries, Kazakhstan, and Russia (proposals and experiments by Federal Institute of Continuous Education).

The main elements of those models could be distributed according to some key parameters.

<table>
<thead>
<tr>
<th>Basic Model/Element</th>
<th>Subject/contextual division of the training programs</th>
<th>Priorities in training methods</th>
<th>Spectrum of training organizations</th>
<th>Levels of management</th>
<th>Types of financing for civil servants training</th>
<th>Licenses, accreditations, ranking</th>
<th>Audit of the programs</th>
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<tr>
<td>Model of Associations</td>
<td>3 main directions for the programs: public administration, public policy, and public affairs programs</td>
<td>Interactive methods, including cases, distance and on-line courses</td>
<td>Universities, specialized training organizations under the government bodies, gvt bodies itself</td>
<td>Advising by gvt body (Council, Committee, etc.); gvt bodies; professional associations; educational</td>
<td>Direct purchase of programs from educational organizations; tenders; self-financing by civil servants</td>
<td>Accreditation by professional educational associations; ranking by government</td>
<td>Combination of the audit from specialized bodies (legislative and executive), and audit of</td>
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3. **Elements for optimal national model for civil servants training in Russia**

To replace the existed controversial system of civil servants training onto one single basic model in Russia is impossible due to some risks.

Risks for model of associations:

- Training programs in public policy and in public affairs could be not interesting for gvt bodies because of lack of analytic requirements and absence of orientations on civil society in their day-to-day activity;
- Cases with “Russian” flavor for public administration education still very limited in number and pure in quality;

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<tr>
<th>Model of Corporate University</th>
<th>Combination of different (in content) training programs in some single “corporative” unit</th>
<th>Unified methodical style of teaching</th>
<th>Limited number of corporate educational centers</th>
<th>Advising by gvt body (Council, Committee, etc.); gvt bodies; corporate educational centers</th>
<th>Direct financing from gvt bodies; corporate educational centers</th>
<th>Audit from specialized bodies (legislative and executive)</th>
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<tr>
<td>Limited Competitio n Model (of proposed training programs)</td>
<td>The content of training programs completely determined by the tenders conditions from gvt bodies</td>
<td>Practically oriented methods that is necessary for gvt bodies</td>
<td>Licensed educational organizations that should have accredited training programs</td>
<td>Advising by specialized gvt bodies; gvt educational organizations</td>
<td>Tenders</td>
<td>License educational organizations + gvt accreditation of the training programs + self-ranking</td>
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<tr>
<td>Model of Financial Personal Vouchers</td>
<td>Vouchers for managerial level civil servants, and for civil servants participated in innovative programs</td>
<td>Personally targeted methods</td>
<td>Educational organizations provide their programs on training market. Servants could select what is needed</td>
<td>Specialized gvt body; gvt bodies</td>
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Voucher Systems:

| Model of Financial Personal Vouchers | Vouchers for managerial level civil servants, and for civil servants participated in innovative programs | Personally targeted methods | Educational organizations provide their programs on training market. Servants could select what is needed | Specialized gvt body; gvt bodies | Vouchers | Accredited programs | Audit from gvt bodies and specialized gvt body |
• Management of training from gvt is not well-organized, it is not single responsible gvt body exists, but at least, 3 of them;
• Educational specialized associations in public administration are weak. It will be difficult for them to produce accreditations of training programs properly;
• Independent ranking of the programs is not exists.

The same situation with other basic models risks: some its fragments could be implemented in Russian reality, but other fragments contradict of cultural traditions, of existed practice, or financial capacities is weak, or human capital (teachers) can not to provide training in some essential areas and using some methodics. As the result, only one way to transform present Russian practice of civil servants training into better one can be proposed: to combine some selected elements from different models, and, step by step, according to some “road map”, to shift the situation.

To take into account existing risks, it is possible to select for Russia two types of elements from different basic models and to construct the “optimal” system from those elements.

I. Elements for modernization of finance-economic conditions of training system;
II. Elements represent the content of the training programs, its cadres and methodical providing, management for the system of civil servants training.

From type No I the elements, namely:
(1) Improvement of the procedures of centralized direct state request for training programs instead of dominance of the procedures of tenders;
(2) Establishing of the procedures of financing of training from gvt bodies on the base of personal financial vouchers (for senior civil servants and for innovative training programs with higher level of spending from training organizations), with the possibility of cost share from civil servants for mentioned programs (possible with some personal tax discount);
(3) Extracting of one percent from joint salary Fund of gvt body for the purposes of training programs financing (for civil servants working in the body).

The elements for optimal model (from second type) could be:
(1) To simplify the system of state accreditation of training programs or to eliminate it, to replace state system into system of professional educational accreditation, governed by (universities and other training organizations) associations;
(2) To permit for gvt bodies prepare and execute its own short-term training programs (according to their functional specializations);
(3) To establish the rule, that civil servants should be sent for participation in training programs only on the base of annually elaborated plans of professional development of civil servants and in relation with their professionally-qualification requirement for their job positions, with the programs of state bodies of professional development of its cadres;
(4) To allow for civil servants select the training programs and separate modulus by themselves from the list of training programs. Establishment of the joint register of training programs that is designed for civil servants with financial vouchers. Evaluation of the results of education by some authorized gvt body;
(5) To set the order for training abroad with the accents on participation of civil servants in long-term programs, including MPA, and elaboration of the criteria of efficiency of the education abroad;
(6) To establish the new organizational functions (responsibilities) of authorized gvt bodies in the area of civil servants training managing.

The key elements for the optimal model was discussed regularly in the fall of 2011 at series of working meetings, seminars and final conference with the representatives of all federal gvt bodies, including Administration of the President of Russia. On the base of discussions the road map for realization of the optimal model was elaborated (3 steps: immediate measures, mid-time measures, long-term measures). At present, the Concept of civil servants training system modernization is in the first row of actions for new Gvt that is created in May-June of 2012.