

9.2 Definition of learning needs as a necessary element of the learning process

At present, there is virtually no issue of the organization and functioning of public authorities and local self-government bodies, the civil service in general, which is not related to the professionalism and competence of employees. The introduction of administrative and political reforms, the formation on a modern basis of a new mechanism for the functioning of the state and the state apparatus, the development of the civil service is organically linked with professional training.

Improving the system of professional training of civil servants is due to the establishment of the civil service of Ukraine, it is part of its staffing. The formation of the civil service and the system of training for it takes place in conditions of changing the paradigm of social development, type of culture, spiritual and moral guidelines.

Under such conditions, the effective functioning of the system of continuous professional training of civil servants is an urgent need and the most important factor in strengthening statehood, the formation of a legal, democratic, social state with a socially oriented market economy.

This allows us to identify ways to improve the system of training, retraining and advanced training of civil servants. They are conditioned, first of all, by the strategy and content of reforms and transformations, in which the role of the personal factor, scientific knowledge, professionalism and competence of the state apparatus is increasing. The content and level of special, professional, vocational training should correspond to the strategic directions of state building, be advanced, take into account the high dynamism of social and economic processes, tasks and difficulties of a new model of public administration, civil service staffing. At the same time, it is necessary to increase the prestige of the civil service and, as a consequence, the level of professional competence of its employees.

Of particular interest in the field of professional training of civil servants are approaches to assessing the needs for training and development of management, as well as mechanisms, methods and techniques for appropriate organizational changes to improve the training of civil servants and local government officials to ensure effective work of institutions and organizations [475].

From these positions it is useful to analyze domestic and foreign experience in methodological approaches, methods and techniques of needs assessment used in training, i.e. in the process of updating and deepening knowledge, development and improvement of skills, changes in attitudes and priorities of civil servants.

Albert Einstein once remarked that if he were given one hour to solve the problem on which his life depends, he would spend forty minutes to study it, fifteen minutes to check again and five minutes to solve it [476]. This emphasizes the importance of the preparatory stage in the process of professional development of civil servants: it is too expensive to carry out without first determining what, in what and how much to improve. It is not cheap for organizations to be absent from work, as well as compensation for his average earnings during the training period. In addition, increasing professional competence to an extent that cannot be fully utilized by the organization leads to an increase in lost opportunities, to the dispersal of human potential not only today but also in the future, to declining morale, to increase staff turnover and other losses. Thus, the organization of professional training of civil servants requires, as noted earlier, a systematic approach, and identifying the needs for professional training of civil servants is the first mandatory step in this process (fig. 1).

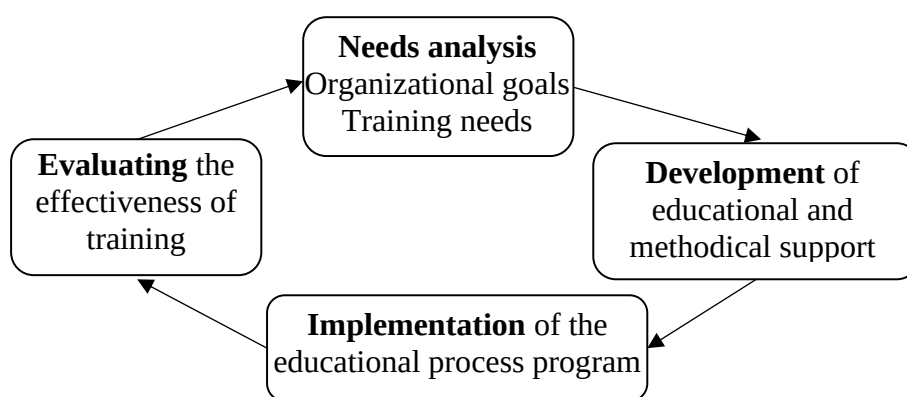


Fig. 1. Scheme of a systematic approach to learning

As we can see, the first stage is key. It is the assessment of vocational training needs that is the basis for determining the main goal of professional development and organizational development, it also depends on the structure and content of the curriculum. In turn, the purpose and content of the program determine the teaching methods that should give the greatest effect.

Of course, the application of a systematic approach in the educational process is not a new factor for our education system. The Law of Ukraine «On Education» and other normative and legal documents related to education require ensuring the integrity of the educational process, i.e. combining the purpose, content, forms, methods and means of learning, taking into account the contingent of learners [476, 477].

However, it is one thing to emphasize, it is another to really provide a systematic approach. There can be no question of unity of purpose and content of the educational process in the system of professional training of civil servants, if most educational institutions of the system of training, retraining and advanced training of civil servants develop and master educational and professional training programs and professional development programs for civil servants. sectoral component of the state standard (in the format that exists for other educational areas and specialties), namely professional and qualification characteristics for certain categories of positions of civil servants. Thus, it is concluded that the educational and professional training programs developed by educational institutions and professional training programs for civil servants at the present stage are mostly subjective.

In general, returning to the systematic approach in the training process, it should be noted that some experts consider the analysis of needs only to determine the number and categories of positions of civil servants in need of training and retraining. However, learning needs analysis is about finding out not only «who» but also «what», «why», «when» and «how» to teach. Thus, the state of training and retraining of civil servants requires the solution of a number of problems due to the objective need to form a new educational system.

In general, the need for vocational training can be considered as a discrepancy between the achieved professional competence of the employee and the specific professional qualification requirements of the position or organizational tasks. This discrepancy between the requirements and performance of a civil servant is the actual need for his professional training. If we talk about the future, it may be a gap between its current results and future requirements.

The structure of needs is very complex; they can be classified as:

- quantitative and qualitative needs. The first determines the need for the number of people who need training; quality needs are related to the structure and requirements for knowledge, skills, abilities that need to be developed by a civil servant;

- current and future needs. The first concerns the overcoming of differences - both quantitative and qualitative - in the knowledge, skills, abilities, etc., which must be acquired or renewed to solve the current problems of the organization; Future needs are related to changes expected in the purpose, priorities, technologies, workforce, structure of the organization and the environment, which may lead to additional needs for training of civil servants;

- individual and collective needs. The difference between these needs for research is that the former relate to individual civil servants and, as a rule, arise from lack of knowledge, skills, low moral qualities, inadequate requirements of the value system, and the latter - collective, due, on the one hand, a set of individual needs of groups of workers, if they are manifested with a significant frequency, and on the other - awareness of the need to overcome shortcomings that may be specific to the team of workers, for example, reflect a low degree of interaction, cooperation, negative phenomena in communication. Collective can also include the needs inherent in a particular industry, such as civil service in general;

- educational and «non-educational» needs. In this case, the criterion is the process of meeting needs: gaps between the projected and desired results can be eliminated either by training in educational institutions on courses and seminars (training needs), or by methods of «organizational development» through structural improvement, advice, rulemaking activities, etc. («non-educational» needs);

- «organizational» and «personal» needs. In this case, the criterion of distribution is the reason for the need (the first due to changes in the priorities of the organization or institution and changes in the relevant requirements for employees; the second need arises when there is a difference between current and desired level of competence of individual employees.

A more generalized structure of needs, in our opinion, can be presented as follows:

- strategic needs (SN). In determining these needs, it is necessary to consider the current state in achieving the strategic goal and solving the main tasks of the entire

organization or institution, i.e. the general problems associated with the possibility of improving efficiency in the future;

- operational needs (ON) - is the definition of the difference between the current and desired state of duty of civil servants, i.e. the needs related to improving the work of a unit or group of specialists, or the need for appropriate organizational changes with revision of current job descriptions;

- training needs (TN) is a comparison of the competence of individual employees with agreed standards (professional qualifications, job descriptions, etc.) and the definition of certain knowledge, skills and abilities that need to be acquired by civil servants for the appropriate level of competence or communication. connection with organizational changes;

- individual needs (IN) are needs related to the definition of individual goals and ways to achieve them, as well as the promotion and support of personal professional development plans.

- Summarizing the above, we can conclude that identifying training needs as a basis for personnel decisions is an analysis of the work done by employees with a focus on the past and assessing the suitability of civil servants to perform certain tasks in the future. Here is a brief example of the structuring of needs (table 1).

Table 1. Structuring learning needs

<i>Nº</i>	<i>Need</i>	<i>Content</i>	<i>Example</i>
1	SN	Improve the efficiency of the organization	Reduce the expenditure part of the organization's budget
2	ON	Make organizational changes and review job descriptions of employees	Reduce staffing and automate the activities of some departments
3	TN	Increase the competence of employees in accordance with organizational changes and new job descriptions	To train employees in the latest information technologies
4	IN	Take into account personal plans for professional development of employees	Use the employee's desire to master the computer

Here are just a few approaches to problem analysis that are useful for research.

One of the most effective deductive approaches is the use of SWOT (strength, weakness, opportunity, threat, obstacle) and PEST (political, economic, social, technical)

techniques that represent is a systematic approach and are used for comprehensive consideration of the problem [478]. This analysis allows you to choose a rational trajectory of the problem, which is most likely and with the least risk and cost ensures the achievement of the most attractive strategic goal (problem solving). This analysis is given in table. 2.

Table 2. Approaches to needs analysis

<i>Types of analysis</i>	
<i>SWOT-</i> analysis based on factors of the following directions:	<i>PEST-</i> analysis takes into account the impact and consequences of factors related to the following areas:
– strengths, advantages – weaknesses, shortcomings – opportunities – obstacles, threats	– political – economic – social – technical

After clarifying the characteristics between the questions of SWOT and PEST - analysis, the links are established, which are made in the form of appropriate matrices. Filling the matrices allows you to determine the needs to solve the problem. There is also an inductive approach to needs assessment, when, starting with the consideration of workplace efficiency issues, we address needs related to organizational, personnel changes, changes in the functioning of the institution and training needs.

Summarizing the problems associated with improving the efficiency of the civil servant, we can draw a diagram (fig. 2), which shows that the training needs are only part of the problems that are analyzed.

On the other hand, if, for example, the need for organizational changes or the need for changes in the regulatory environment is identified, they also have a training component, but apply to a higher category of civil servants - managers.

Thus, the discrepancy between the requirements of the position or organizational tasks and the achieved professional competence of a civil servant is in fact the need for his professional training. Let's analyze the nature and possible variants (conditions) of this discrepancy.

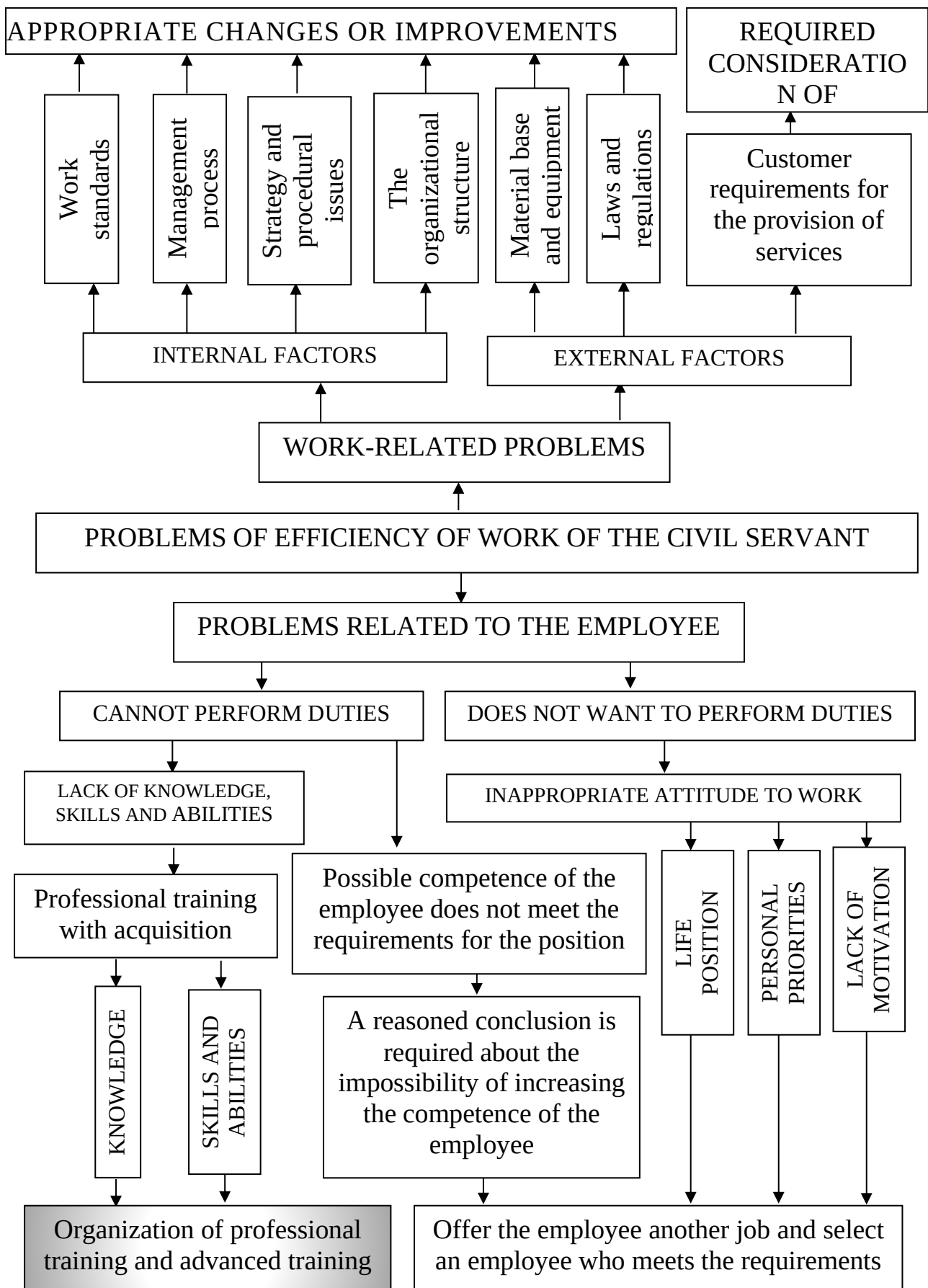


Fig. 2. Problems of efficiency of work of the civil servant

Let's introduce symbols:

AC - the achieved level of competence of the employee; (current competence of a civil servant, which is determined by his current knowledge, skills, abilities, etc.);

PC - possible (potential) competence of the employee (the highest possible competence of a civil servant, which is determined by his IQ, experience, health status, etc.);

AE - achieved efficiency of the employee (quality and efficiency of the civil servant's performance of his / her official duties, i.e. realized competence);

RE - the required efficiency of the employee (professional qualifications, job responsibilities and instructions, etc.).

It does not make sense to prove the constancy of the relationship: $PC \geq AC \geq AE$, because the employee cannot work better than he is currently able, and even more than capable at all. We also emphasize that in order to meet the educational needs it is necessary to fulfill the condition of the $PC \geq RE$, i.e. the maximum possible competence of a civil servant should be, when hiring, not less than the requirements of the position in which he works. If this condition is not met, the employee does not meet the requirements for the position and no training "intervention" makes sense. In this case, it is necessary to offer the employee another (according to his capabilities) place of work, and replace the position with an employee who meets the requirements.

In fig. 3 shows the possible variants of "differences" (**D**) between organizational (job) requirements (**RE**), performance (**AE**) and the achieved competence of a civil servant (**AC**).

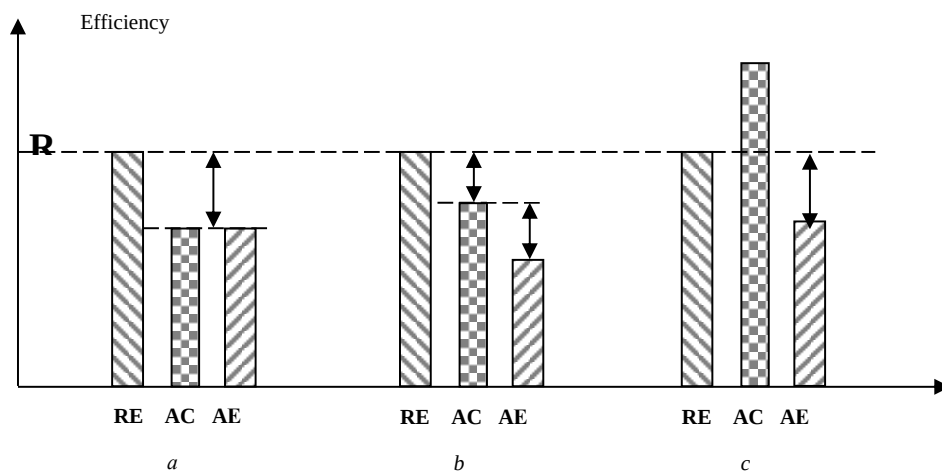


Fig. 3. Situational approach to determining learning needs

Thus, in fig. 3(a) shows a situation when a civil servant fully exercises his / her competence ($AE = AC$), but still does not meet the requirements of the position (or task), i.e. $D = RE - FC$. In this case, it is necessary to improve the skills of a civil servant or lower him in office.

Fig. 3(b) illustrates the situation when the achieved efficiency is lower than the competence of a civil servant ($AE < AC$); at the same time, the competence does not meet the requirements ($AC < RE$). To eliminate the discrepancies $D1 = RE - AC$ and $D2 = AC - AE$, it is necessary, first, to determine the reasons for water use of the competence of civil servants and take measures (for example: organizational, motivational, incentive, etc.) that can eliminate $D2$ discrepancy without additional training. Only after that it is necessary to begin to eliminate the discrepancy $D1$ with the help of training (advanced training). Increasing the competence of a civil servant without expanding the possibilities of its application will only expand, according to the consultant in the field of "organizational development" W. Bennis, "trained incompetence" or increase the level of waste of human resources [479].

In fig. 3(c) shows a situation where the actual efficiency of a civil servant is lower than required ($AE < RE$), however, his competence is not fully used ($RE < AC$). In this case, all sorts of educational «interventions» do not make sense. Only organizational measures are needed, such as increasing the amount of responsibility, and in some cases - promotion, because often the low efficiency of the employee with high potential is due to loss of interest in light work. In other words, too high a «qualification» can reduce the final effect in the same way as insufficient. The solution to these problems is within the competence of organizational development specialists and is not related to training.

The basis of strategic and current planning of training of public authorities and local governments is a systematic definition of quantitative and qualitative needs for vocational training and staffing of these bodies. As you know, the qualitative need for professional development of a civil servant means the discrepancy between the requirements of the organization, position or specific task and the actual results of the employee.

However, in the practice of many domestic educational institutions engaged in advanced training of civil servants, the study of needs according to this definition is extremely rare for a number of reasons. It:

- lack of well-developed concepts and tools for such assessment;
- lack (insufficient number) of specialists;
- lack of understanding of the importance of the problem;
- erroneous use instead of the concept of «discrepancy» of the concept of «profile» (model) of the employee, which is supposed to strive for all that, in our opinion, is erroneous;
- lack of evaluation of training effectiveness;
- guaranteed «supply» of students by order of higher organizations;
- lack of connection between the quality of work of the educational institution and the financial situation of its employees;
- much more.

In some educational institutions, the discrepancy between the requirements and the actual situation has been replaced at best by an assessment of the knowledge of civil servants, which is directly, and often not at all, related to the results of their activities. Another shortcoming in determining the needs of domestic training centers is that real needs are in many cases replaced by the concept of «importance». A set of disciplines «important» for the civil servant is being developed; from these disciplines a program is formed, to which some higher organizations, which also believe that «their subjects» are important for the leader, add other subjects.

Such an approach can take place, for example, in the preparation of basic management education programs, so-called management programs «liknep» or «introductory courses» in the civil service. The role of such programs in the period of transformation of society should be played by professional training programs. If such an approach is used to solve the problems of a particular organization and professional training of its specific employees, then such a program may, of course, coincide with the real needs, but more often - no.

Summarizing the above, it should be noted that the problem is not the greater or lesser importance of management functions, but what specific knowledge, to whom and to what extent should be provided in less time so that this employee (or group of employees) can gain practical skills and solve important problems or tasks in these organizations in a certain period of time. But that's not all. Specialists of the training center who are concerned about the end result should ask the client organization what may prevent or prevent the graduate from effectively applying the acquired knowledge and experience after returning to the organization; how to eliminate existing and prevent new obstacles so that improved management skills can be used. In general, this important component of determining the needs of organizational development in combination with educational needs in our country is also missing.