

Municipal service management as factor of local self-government development in Russia

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The current experience of the Russian Federation in the management of municipal service.

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Document analysis, synthesis method, the method of comparison, the method of ordering, the method of deduction.

The beginning of the XXI century in Russia was marked with large-scale process of public administration reform. It included administrative reform, reform of public service and local self-government.

Let's note that from 2003 to 2012 in our country serious converting processes were carried out and certain results were achieved. Besides, the ways to the understanding of the content of reforming evolved. So, within the confines of the comprehension of administrative reform there was a transition from understanding it as the ordering, systematization of authorities and functions of the state institutions, establishment of a clear, understandable system of the federal bodies of executive power to the awareness of the fact that the essence of this reform is to improve the quality and comfort provided by the state and municipal services to the citizens. In this way we can say that there was a change of emphasis from structural, organizational aspects to the process of functioning of the authorities and their interaction with the population.

System of public service has been composing in Russia since of enactment of the Federal Law «On the system of public service in the Russian Federation» in 2003. Federal legislation of the state service, including civil service, provides the need for formation of the system of the state service management.

Municipal reform also has brought certain results. With the adoption of the Federal Law «On the general principles of organization of local self-government in the Russian Federation» in 2003 the system of local self-government radically transformed, the Federal Law «On municipal service in the Russian Federation», adopted in 2007, had a significant impact on the Institution of municipal service. The legislation strengthened the relationship between the civil service and municipal service.

At the same time, it should be noted that the transformation of civil and municipal service is uneven. In particular, this concerns first of all the formation of the public service management system. As already noted, the necessity of creation

the system of management of this institution was directly determined by legislation of public service. At the same time the Federal Law «On municipal service in the Russian Federation» defines only the main directions of personnel work in the municipality, it doesn't say about the management of municipal service in the legislation and in the practice of municipal service.

Thus, it seems appropriate and contemporary to understand the issue about the including in scientific discourse the problem area of necessity and possibility of formation of the municipal service management system.

However, first of all, it makes sense to determine the content of the term «municipal service management». It is thought that a search for answers to these questions makes sense to start with an understanding of what management is. In a broad sense management can be understood as an influence that is carried out to achieve a certain goal. Moreover, here we can talk about the impact of the subject to the object, the subject at himself, one system (management) to another system (managed), the identity on the group, the team on the personality etc.

In this case, under the management of the municipal service we can understand the impact on municipal service, for the achievement of socially significant goals [8, c. 6]. The object of such influence is the municipal service in a particular municipality, subjects are the Russian Federation, subjects of the Russian Federation in the person of the relevant public authorities, which provides legal regulation of the issues of the functioning of the institution of municipal service, municipal formation in the person of the head of municipality, municipal bodies and officials, citizens, residing in the municipality.

However, management can be considered as an activity of some people, linking the efforts of others to achieve common goals. Tikhonov writes that in this definition of management you can see the other aspect of it, to represent management as a way to establish a cause-and-effect and other types of connections in systems of social action, aimed at solution of problems by coordination of the meanings and values of these actions for all participants in joint activity [9, c. 313, 314]. The subject of managerial work here is the organization of joint activity of the participants in the process of achievement of the set objective, the result or product of such work is the «synergetic effect» of comprehensive labor, the achieving of goal interiorized by participants, their satisfaction with the results [9, c. 324].

Under this approach the municipal service management in the broad sense can be understood as the regulation of the actions and interactions of the subjects of the functioning of the municipal service, considered as partners, through the creation and design of connections and relations between them, direction, coordination of their actions on solution of the problem and achievement of the goals. Highlight the legal, financial, organizational, personnel regulation.

In the institutional aspect the municipal service management can be regarded as a social institution, the main elements of which would be: formal structure (the municipal service management authority (authorities) for); a group of officials who perform the appropriate roles; range of important functions for the municipal service management; and also the relevant rules and procedures. This institution seems to us to be artificially created for the regulation of the processes of functioning and development of municipal service, for the ensuring its stability and continuity. As the main goal of the institution of the municipal service management we can determine ensuring the satisfaction of social needs to streamline processes, internal relations, joining of social values in the institution of municipal service.

Currently the law doesn't assign the necessity of creation of special municipal bodies with the status of legal entity for the municipal service management in each municipality. In addition, in the case of taking the decision to create such bodies it will entail the increase of the number of municipal servants and the expenses on their maintenance. Therefore, as such subjects of regulation in the municipalities, special advisory bodies can be created at the head of municipal formation (councils, commissions). Today there are examples of advisory bodies in some regions for the municipal service management at the level of subjects of the Russian Federation. As such, you can specify Council on issues of the state civil service in Moscow region and municipal service in Moscow region [9]. This body is an Advisory and established to ensure the unity of the state civil service management in Moscow region and municipal service in Moscow region. In terms of municipal service management, the Council ensures the unity of management of the state civil service in Moscow region and municipal service in Moscow region.

A similar structure was created in the Penza region, where the Council for the public service of Penza region and the municipal service of Penza region works. One of the main tasks of which is to coordinate the work which is connected with the organization of the state service in Penza region and municipal services in Penza region.

At the same time, it is necessary to consider the content of the term «municipal service management» in the narrow sense, which determines its specific practical value.

Let's note that, in accordance with the 28th article of the Federal bill of municipal service in The Russian Federation the personnel work in the municipality includes:

- 1) Formation of personnel for replacement of the municipal services posts;
- 2) Preparation of the proposals of realization of the legislation provisions of municipal service and introduction proposals to the representative of the employer;
- 3) Organization of preparation of municipal legal acts' drafts, connected with the admission to the municipal service, its passing, the conclusion of the employment agreement (contract), appointment to the post of municipal service, exemption from the occupied posts of the municipal service, the dismissal of municipal servant from the municipal services and his retirement, and formalization of relevant documents;
- 4) Maintaining labor records of municipal servants;

- 5) Conducting of municipal servants personal files;
- 6) Maintenance of municipal servants register in the municipal formation;
- 7) Registration and issuance of municipal servants' official permits;
- 8) Undertaking the competition for filling vacant posts of the municipal service and the inclusion of municipal servants in the personnel reserve;
- 9) Undertaking attestation of municipal servants;
- 10) Organization of work with the personnel reserve and its effective use;
- 11) Organization of accuracy of the personal and other information submitted by a citizen when he/she comes to the municipal service; and also making registration of the established form of the admission to the information constituting a state secret;
- 12) Organization of verification of information about municipal servants' incomes, property and obligations of property character, and also observing restrictions connected with the municipal service;
- 13) Consultancy of municipal employees on legal and other issues related to the municipal service;
- 14) Solution of other issues of personnel work, defined by the employment legislation and the law of a subject of the Russian Federation.

Besides, in the regional legislation on municipal service it has been allocated additional directions of personnel work that are not reflected in the Federal law. So, 13 article of the Regional law of the Rostov region «On municipal service in the Rostov region» no. 786-ZS of 2007-10-09 apart from the abovementioned areas also provides:

- 1) Organization of preparation of municipal legal acts' drafts, connected with the taking decisions on the work of the persons, replacement municipal posts on a permanent basis in a local self-government body, in electoral commission of a municipality, the conclusion of the labour contract, the execution of employment by persons replacement municipal posts and their retirement, and formalization of relevant documents;
- 2) Organization of professional training, qualification improvement and practical training of municipal servants;
- 3) Ensure of official growth of municipal servants;
- 4) Interaction with public authorities and other organizations on the issues of military registration, provision of statistical reporting, processing and issuing of the state pension insurance certificates;
- 5) Solution of other issues of personnel work defined by the labour legislation and regional laws.

Based on aforesaid it can be assumed that in the practical aspect the municipal service management can be represented as coordination of activities of municipal bodies in solving the questions of admission to the municipal service, passing and termination of the municipal service, formation of the municipal bodies' personnel, the organization of work on formation of a personnel reserve and its effective use, training, retraining, qualification improvement and practical training of municipal servants, keeping of a register of municipal servants, improvement and development of the municipal service.

Nowadays the personnel officers independently carry out the implementation of all the above features in each individual municipality, for example, in the local administration, in the representative body of the municipal formation, in the Supervisory Board. At that moment there is no a unified center which coordinates and methodically provides the personnel work of the structures of all municipal bodies and carries out the work on the municipal service management in the municipality.

Thus, the question about the necessity of forming a system of municipal service management, creation of municipal service management bodies in the Russian Federation remains open.

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He was born in 1978.

In 2000 graduated from the North-Caucasian Academy of Public Administration in Rostov-on-Don, Russia.

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