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TÍTULO: El tema de la consistencia de los valores y las creencias de la juventud y los servidores públicos de la República de Sakha (Yakutia), Rusia.

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RESUMEN: En el artículo se representan los resultados de la encuesta de los servidores públicos de la República de Sakha (Yakutia) y de los estudiantes de la Universidad Federal del Nordeste sobre los valores y creencias de la administración pública. Se determina que existe un consenso público sobre la naturaleza del servicio público como actor principal de las funciones estatales. En general, los estudiantes comparten con mayor frecuencia los valores de la Nueva Gestión Pública, mientras que para los funcionarios siguen siendo significativos los valores de la burocracia racional tradicional como la estabilidad y el alto estatus social.

PALABRAS CLAVES: administración pública, servidores públicos, nueva gestión pública, buen gobierno, valores sociales.

TITLE: To the issue of the consistency of the values and beliefs of youth and public servants of the Republic of Sakha (Yakutia), Russia.

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ABSTRACT: In the article is represented the results of the survey of public servants of the Republic of Sakha (Yakutia) and students of the North-Eastern Federal University about values and beliefs of public administration. It is determined, that there is a public consensus about a nature of public service as a main actor of state functions. In general, students more often share the values of New Public Management, while for the officials still significant such values of traditional rational bureaucracy as stability and high social status.

KEY WORDS: public administration, public servants, New Public Management, Good Governance, social values.

INTRODUCTION.

The coherence of the values and beliefs of the public service as the main actor of governance and society has emphasis for the effectiveness of public administration. Such studies were intensified after the initiation of administrative reforms in Russia, based on the concept of New Public Management (Kettl, 2000; Peters, Pierre, 2003; Hood, 2007). This concept focused on citizens as customers of public goods, shifting attention to their needs and interests as the main goal of public administration. To implement this principle, there was a need for a scientific analysis of the motivation of public servants, their ability to consider and satisfy public needs.

Within the framework of personnel management, were formed several theories that represented a value approach to motivation. In the social cognitive model (Bandura, 1997), proposed in the theory of self-efficacy, motivation implies individuals' confidence in their ability to organize and execute a given course of action to solve a problem or accomplish a task.

In the frame of the expectancy-based theory (Crandall et al., 1965, Rotter 1966), Connell and Wellborn (1991) proposed three main psychological needs: competence, autonomy and relatedness. They argue that individuals who are convinced of their own competence demonstrate a greater desire for self-control and act more effectively. Developing these studies, Deci & Ryan (1985) proposed self-determination theory. This theory is based on the assertion that the internal

motivation of a subject is maintained only when he feels competent. This theory of motivation closely correlate with one of the main principles of rational bureaucracy - the principle of professionalism, that is why the initial stage of administrative reform in the Russian Federation was focused on increasing the labor potential of officials (Vasilieva, 2014).

Over time, it became clear that for the system of public administration, the motivation by stimulating self-control does not ensure the main - the goal achievement. Some applied researches (Anderman et al., 2001) have shown that two performance strategies can be distinguished – performance-approach and performance-avoid goals. The first strategy relies on engagement in achievement tasks for performance reasons; the second, - on disengagement, to ensure the appearance of efficiency, and not the real achievement of the goal. Accordingly, the real achievement of the goal depends on the expectancy-value models (Wigfield & Eccles, 2001, Usiaeva, et al., 2016. Andreeva, et al., 2017). In this model, values define as «desires, motives, pleasures, beliefs, attitudes, or tastes» (Hayden, 1988). However, the social values on which public administration relies are rather socially approved beliefs about the basic goals of human existence. That is why there was a necessity to review the goals and tasks of administrative reform, taking into account not only the declared, but also the internal values and attitudes of public servants.

The new concept of administrative reform was called Good Governance (De Graaf and Paanakker, 2014). This concept implies that "the implementation of good governance is an absolute necessity for the creation of a generalized system of governance" (Diah Ayu Pratiwi, Meri Enita Puspita Sari, 2017). The success of governance is determined by the coherence of public interests and needs with the values that guide public servants in carrying out their official duties. Research (Bullock, Stritch, Rainey, 2015) have shown that for the public sphere's employees intangible motives, such as satisfaction from their activities and participation in society life, are more important than to personnel of commercial organizations. Nevertheless, in recent years, we can find in the scientific literature the appeal to return to some traditional values of rational bureaucracy, such as professionalism and personal responsibility for decisions (see, for example, Rhodes, 2015).

A scientific study of public administration in Russia began relatively recently. Only after the year 2000, there were a whole line of publications that research the public service as the main controlling subject. Gradually, several scientific schools formed, which differently defined the nature, functions and role of public service in Russia. The first, administrative school, defines the public service as an apparatus that implements the legislative and law-enforcement functions of the state. It is based on the works of such authors as G.V. Atamanchuk (2008), D.N. Bakhrakh (2005), N.M. Kazantsev (2010), K.O. Magomedov (2010) and others, whose opinion were the foundation for legislation on public service.

Representatives of professionalization school, including Turchynov &Magomedov (2010), Ya.G. Zinchenko (2011), G.V. Vyrupaeva (2013), etc., are defining public service as a professional pursuance of state functions. The third approach is based on the concept of "New Public Management" (NPM) and defines public service as an organization for the provision of public goods. The most complete substantiation of this approach is presented in the works of A.V. Obolonsky (2011) and L.I. Jacobson (2002). At the same time, the value approach to the analysis of motivation in the system of public service in Russia has not yet received proper recognition.

In the framework of our study, the main research question was: does the beliefs of the nature of public service of the students of North-Eastern Federal University have coincide with the values which are the public servants of the Republic of Sakha (Yakutia) guided in their work?

To this aim, we can formulate and check the following hypothesizes:

1. The goal of public service students of NEFU and republic officials define differently: youth as the provision of public goods, public servants - as administration;
2. Students are more inclined to support the values of NPM;
3. Public servants of the Republic of Sakha (Yakutia) are more inclined to support the values of rational bureaucracy;
4. As motivator, public servants esteem the increase of their social status, students - improve of their material well-being.

DEVELOPMENT.

Methodology.

A survey of public servants of the Republic of Sakha (Yakutia) and students of the North-Eastern Federal University was conducted in February, 2018. In the interview participated 22 officials and 43 students, the sample was stratified by sex and age, with a confidence interval of 5.55%, and a confidence rate of 95%. The values and beliefs was define with the following questions: “In your opinion, what is the main task of the executive authorities from the following?”, “Which group will you include civil servants?” and “What, in your opinion, attracts people who take part in competitions for filling vacancies in public authorities?” The answer to the first question should determine the nature of the public service as a professional activity, the answer to the second question - the social status of public servants. The answers to the third question demonstrate internal motivation to work in the republican authorities.

Test questions are the ranking of the basic principles of the public service and the question about proposals for official's motivation improving. First one shows a significance of goal-oriented functions of public administration. Second one - the declared motivation, based on expectations determining satisfaction civil servant's of work.

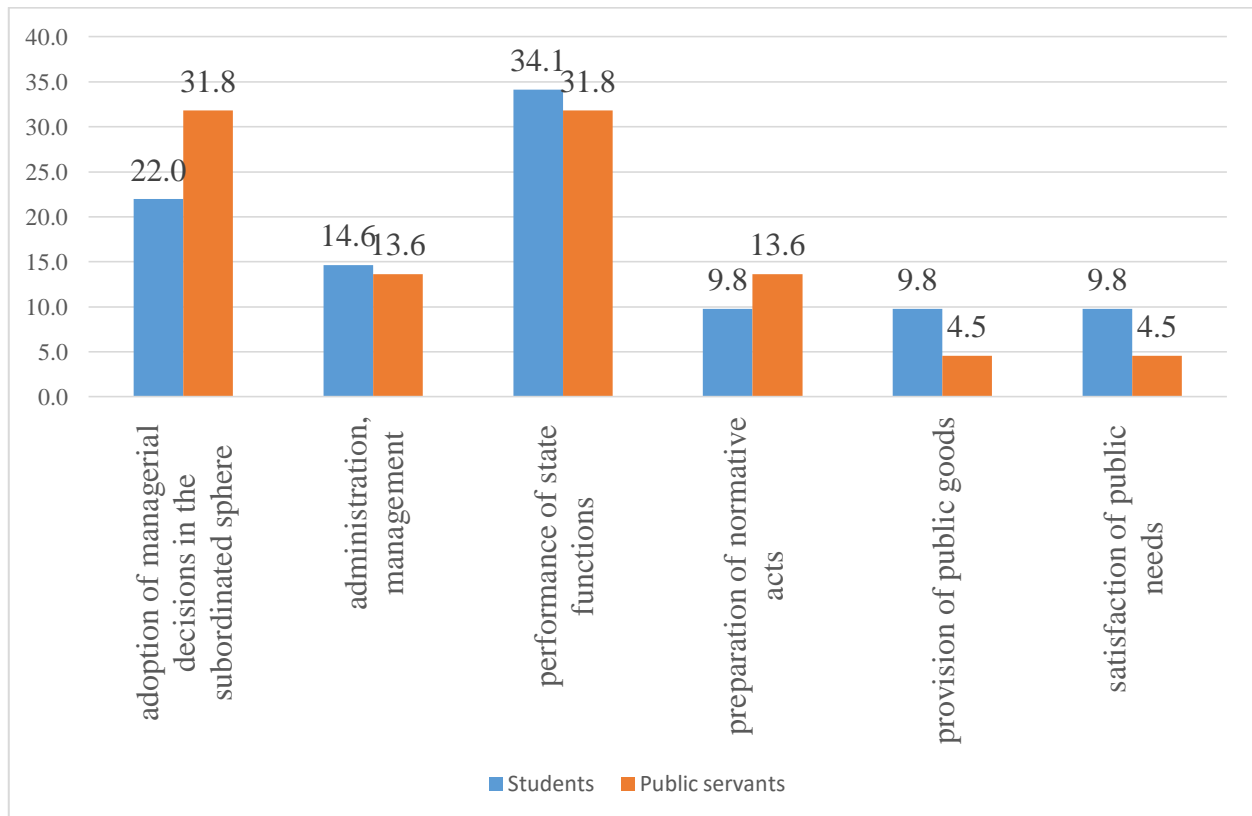
The data were processed by SPSS.

Results.

Most of the interviewed public servants define their main task as the adoption of managerial decisions in the subordinated sphere (31.8%) and the performance of state functions (31.8%). Students often determine the task of public service as fulfilling state functions (34.8%). A minimum number of respondents from both groups supported such functions, as the provision of public goods and the satisfaction of public needs (see Picture 1). Thus, there is a public consensus for the status of public servants - all those interviewed agree that they are professional administration group. However, one of the main goals of administrative reform in the Russian Federation - the definition

of the task of executive authorities as the provision of public services and the introduction of client orientation - is not achieved.

Picture 1. Distribution of answers to the question about the task of the public service, %.



A high level of the Pearson Chi-square test also shows that the first hypothesis has not been confirmed.

Table 1. Pearson Chi-Square for hypothesis 1.

	Value	df	Asymp. Sig. (2-sided)
Pearson Chi-Square	1,756 ^a	5	,882
Likelihood Ratio	1,827	5	,873
Linear-by-Linear Association	1,141	1	,285
N of Valid Cases	63		

At the same time, students more often than public servants refer officials to the category of managers. The tension of the work of officials, they estimate as 6.4 points out of 10, that is, as a labor of medium intensity (the officials themselves estimate it as 8.3 points). The assessment of the tension correlates with age - the Pearson correlation coefficient is 0.215, Significance (2-tailed) -

0.94. That is why the public service is an attractive work place for the republican youth (see Table 2).

Table 2. Distribution of answers to the question about the status of the public service, %.

	Students	Public servants	Total
Supervisor	41,5	40,9	41,3
Specialist	43,9	45,5	44,4
Manager	2,4	13,6	6,3
Politician	7,3	-	4,8
Stuff member	2,4	-	1,6
Own answer	2,4	-	1,6

We could note that those of the students who have experience of work are more skeptical about the public service. It is attractive for those who have experience in the health care, culture and art, housing and public utilities, and in the banking system. Those who have experience in industry, as well as in education and science, are less inclined to evaluate the civil service as an attractive place to work. For students, who do not have work experience, public service is average more attractive.

Table 3. Distribution of answers to the question about the attractive of the public service of students, %.

		Attractive of Public service		Total
		Yes	No	
Banking system	Count	2	0	2
	%	100,0%	,0%	100,0%
Housing and public utilities	Count	1	1	2
	%	50,0%	50,0%	100,0%
Health care	Count	1	0	1
	%	100,0%	0,0%	100,0%
Culture and art	Count	3	1	4
	%	75,0%	25,0%	100,0%
Education and science	Count	5	6	11
	%	45,5%	54,5%	100,0%
Industry	Count	1	2	3
	%	33,3%	66,7%	100,0%
Students without work experience	Count	13	7	20
	%	65,0%	35,0%	100,0%

Thus, we can assume, that in spite of the fact that public servants and students alike define the concept of the activity of officials, they imply a different content. For students, public service is associated with a high social status, coupled with high income and burdensome duties. For public servants, this is a difficult hard work, which is compensated by stability, career prospects and the opportunity to exercise authority.

An analysis of the significance of the basic principles of the civil service, defined in Federal Law No. 79-FZ of 27.07.2004 "On the State Civil Service of the Russian Federation", will determine the significance of the basic values shared by the respondents (see Table 4). The principles in Russian law are understood to mean the main ideas, guidelines that determine the content and direction of legal regulation.

Both for students and for public servants, the most significant is the principle of priority of citizens' rights and freedoms, which fully meets the constitutional principles of a democratic state. The second is the principle of professionalism, implying that public servants perform their official duties on the basis of professional competence, that is, a knowledge, ability and skills in the field of management. This attitude fully meets the requirements of the concept of traditional rational bureaucracy, formulated by M. Weber and serving as the basis for the functioning of the government apparatus in most countries of the world.

For public servants, the third in significance principle is equal access to public service, implying the requirement of non-discrimination in employment in authorities and in career advancement. For students more significantly is the principle of accessibility of information on public service and the principle of binding interaction with public organizations. This may indicate that the principles of the New Public Management, implemented in the course of administrative reform and implying the transparency of public administration, find support among Russian youth.

The least important for students are the principles of undivided authority and political neutrality. For public servants, it is also the principle of undivided authority and the principle of hierarchy. This may indicate several alarming trends. First, a low level of support for the principle of

undivided authority raises questions about the effectiveness of administration - in the presence of several control centers, communications and a feedback system between units are much more difficult. Secondly, a low assessment of the principle of hierarchy by public servants may indicate low governability in the system of the republican public service, that is, its ability to achieve the goals set by the controlling subsystem. At the same time, this may indicate that within the system of the public service of the Republic of Sakha (Yakutia), the principles of decentralized management within the framework of the matrix organizational structure are being actively introduced. At least, we can state the desire of actors to implement such a management.

Table 4. The ranking of the basic principles of the public service.

	Students	Public servants
Principle of priority of citizens' rights and freedoms	1	1
Principle of professionalism	2	2
Principle of accessibility of information on public service	3	6
Principle of binding interaction with public organizations	4	5
Principle of security of civil servants from interference in their activities	5	7
Principle of stability	6	4
Principle of equal access to public service	7	3
Principle of hierarchy	8	10
Principle of undivided authority	9	9
Principle of political neutrality	10	8

Thus, we can conclude, that for students the most important are such values of public administration, as orientation to the interests of citizens, professionalism, creative activities, transparency and independence of civil servants. For public servants, the most significant are also the values of orientation to the interests of citizens and professionalism, and stability as well. Such principles of rational bureaucracy as administrative efficiency and hierarchy of authorities are currently deinstitutionalized in the system of public service, although public servants are still more concerned about their status than with interaction with society.

Table 5. Pearson Chi-Square for hypothesis 2 and 3.

	Students	Public servants
Principle of binding interaction with public organizations	0,168	0,010
Principle of accessibility of information on public service	0,093	0,006
Principle of security of civil servants from interference in their activities	0,183	0,299
Principle of undivided authority	-0,553	0,222
Principle of hierarchy	-0,420	-0,029
Principle of political neutrality	0,160	0,050
Principle of stability	-0,269	0,403
Principle of priority of citizens' rights and freedoms	0,180	0,209
Principle of professionalism	0,037	-0,186
Principle of equal access to public service	0,077	-0,261

The importance of civil society institutions is highly appreciated by both students and public servants. Both groups of respondents indicated that these institutions can have a significant impact on public administration. Herewith, it should be noted that the exact definition of the concept of civil society differs: for students, it is mainly public and volunteer organizations, for officials, legitimate social organizations. Nevertheless, the majority of respondents, both students and public servants, argued that civil society institutions can and should participate in the political process, as well as have the right to monitor the performance of governmental functions, but they can not directly participate in the activities of executive authorities. This could suggest that the respondents are not considered society as a full-fledged subject of interaction with the public service. Accordingly, it can also be assumed that the importance of civil society as an actor of public administration is more declared value than real.

Table 6. Distribution of answers to the question about role of the civil society institutions, %.

	Students	Public servants	Total
Actors of public administration	33,3	38,1	35,0
Organizations performing certain functions of the state	15,4	9,5	13,3
Organizations performing delegated tasks of authorities	15,4	9,5	13,3
Organizations controlling the performance of the actions of authority	23,1	38,1	28,3
Do not participate in the public administration	12,8	4,8	10,0

While forming proposals to improve the public service activity, the majority of respondents focused on material motives (see Table 7). For students, this was primarily a rise in wages, additional social warranty and rewards. The least significant were non-pecuniary motives, including compensation for certain types of personal expenses, education and additional medical support. Undoubtedly, this is due to the fact that such kind of incentives are not relevant for students who do not yet think about continuing education and do not experience significant health problems. Such methods of motivation as the authorization to offer legislative initiatives on own behalf related to the realization of vanity needs, has absolutely no support, as well as the possibility of using the halls for official delegations on business trips. The last belief is explained by the fact that this service is not widespread in Russia, and therefore, it is not considered as a motivator.

Officials also indicated that the main methods of motivation are a rise in wages and additional rewards. The third important motive for them was the opportunity to independently come out with initiative proposals for improving public administration and the opportunity to directly participate in governance. This shows that the republican public servants are aware of the limitations of their power and they need to realize the professional management potential that they possess. The least significant for these respondents are also the possibility of receiving compensation for personal expenses and additional medical care. Perhaps, this could be explained by the fact that the interviewed public servants are mostly satisfied with their material well-being - 54.6% note that they can afford almost everything except major acquisitions (cars, apartments, etc.).

Table 7. Distribution of answers to the question about proposals to improve motivation, %

	Students	Public servants
Rise in wages	35,9	59,1
Provision of housing, official transport, etc.	33,3	45,5
Additional compensation for overtime work	23,1	22,7
The opportunity to independently come out with initiative proposals for the improvement of public administration in the subordinate sphere	20,5	36,4
Additional material incentives (bonuses, personal incentive payments, for example, for academic degrees and titles, for state awards, etc.)	17,9	45,5

Introduction of a flexible working hours	15,4	18,2
Raising the social status	12,8	22,7
The opportunity to participate in management (for example, independently determine the range of subordinate organizations, functions within the workplace, etc.)	12,8	27,3
An opportunity to receive paid leave for obtaining a second higher education or postgraduate training (master's, post-graduate, doctoral)	10,3	18,2
Additional medical care and insurance, sanatorium service	5,1	9,1
Free meals in the workplace	5,1	4,5
Guaranteed additional education, including postgraduate training	5,1	9,1
Compensation of transportation costs, payment of housing and communal services, telecommunication service, Internet, etc.	5,1	9,1
Authorization to offer legislative initiatives on own behalf	-	13,6
Possibility of using the halls for official delegations on business trips	-	-

CONCLUSIONS.

Thus, in the frame of research, we have confirmed three of four hypotheses put forward. Students share the values of New Public Management more often than officials (the Pearson correlation coefficient for students is 0.169, for public servants - 0.366). Only the value of professionalism from the all principles of rational bureaucracy is significant for them. For public servants, the principle of stability and high social status retains importance, although the administrative efficiency and the hierarchy have lost their significance for both categories of respondents. Despite of this, while developing recommendations for improving motivation in the public service system, both officials and students focused on material incentives, although for public servants the social status still remain significance.

The hypothesis of a different evaluation of the nature of public service among the youth and in the public service system was not confirmed. The survey exposed public consensus, because both categories of respondents assess the main goal of the public service as performing state functions. This further underscores the importance of this social stratum for the life of the Russian Federation. That is why the further research of the motivation of public servants and of the dynamic of their values transformation has a great practical and theoretical interest.

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