

Development of managerial and business important qualities of local councilors

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Abstract - The article reveals the problems of managerial and business important qualities of the local councilors of Ukraine. It examines their nature and necessity to be developed under the requirement of the council and the councilor's activity. The activity approach (the content of the councilor's activity) used in the article allowed us to examine the councilors' activity as one of the types of public activity, as formally non-professional activity (because there are no professional standards, competency profiles, and ethical standards for it). The efficiency of local self-government is associated with the procedural nature of the councilor's activity, with the constant focus on improving this activity, with out-of-professional development of the local councilors. The article describes the concept of "managerial development of councilors", identifies the factors of effectiveness in managing local councils of Ukraine, reveals the stages of managerial development of the local council, and the ties between managerial and business abilities development and relevant competencies in a councilor's activity. The barriers to the effective performance of local self-government bodies are analyzed, and the negative impact of the national policy, economic environment, legal support on the activity of the councilors corps are studied. A description of necessary business qualities for mastering councilors' activity is provided. The essential role of the personality of a councilor under the requirement of his/her professional environment, conditions created by a society, the influence of socio-political institutions, etc. is disclosed.

Keywords: local self-government, local councilor, business qualities, managerial qualities, councilors development

Introduction

Councilors (elected members of local radas (councils) – local self-government bodies of Ukraine) activity does not relate to a fully valued profession, but to some kind of occupation, performance, or public activity, which is additional to the main professional activity (employment) of a local councilor. From the activity-based approach, the councilors' activity is one of the very first types of public activity, a kind of formally non-professional activity (as it does not possess professional standards, competency profiles, and, besides, its ethical standards are outlined vaguely).

Councilors' activity in local councils is an occupation that claims the status of a profession. The local councilors' activity requires public recognition, a code of ethics and functions to protect clients' rights (higher social motives), relevant competencies, a certain monopoly on conducting expert work in councils and council commissions. Councilors are to possess a stabilizing effect on society, providing services to clients, namely: to assist clients in solving those problems that they cannot solve themselves (Shpektorenko, 2019). Regarding the procedural nature of councilors' activity, there is a regular focus on improving their performance and their out-of-professional development.

Local self-government is a focus of many research activities. Various approaches are used to define it. Meyer (1978) gives a definition based on a democratic aspect of this phenomenon: local government is local democratic governing units.... which are subordinate members of the

government vested with prescribed, controlled governmental powers and sources of income to render specific local services and to develop, control and regulate the geographic, social and economic environment of the defined local area. The councilors are local politicians elected to represent the interest of their wards in the council. The responsibilities of a councilor, as Max considers, are connected with the representation of his/her constituency or ward in the council, the overall development of the districts within which the councils operate (Max, 1991). The issues of councilors' characteristics are examined from various approaches. Bekker (1996) emphasizing citizen participation in local self-government, discusses the councilors' roles regarding the functions they perform (Bekker, 1996); Griggs (2014) and others explore the future roles of elected members and competencies required for their execution (Griggs, 2014); Hecló examines the councilor's job, on the whole, looking at councilors party identification (Hecló, 1969); Cameron analyses various aspects of councilors activity on serving the public (Cameron, 1995); Jones reveals the specifics of councilors functions (Jones, 1973); Copus examines the managerial competencies of a councilor as a governor governing (Copus, 2010; Copus, 2016); Hale analyses the impact of higher education development programs on councilors perception and performance of their roles (Hale, 2013). Among the Ukrainian scholars, the various aspects of activity within local self-government bodies are reflected in the works by Averyanov et al (2021), Batanov (2021), Borodin et al (2021), Golub (2021), Goncharuk and Murkovich (2017), Gorbatyuk (2021), Kuybida (2004), Tarasenko (2020), Vasylieva et al (2020), Vorona (2018) and others. All these scholars have created a very strong scientific foundation that allows us to explore various aspects and features of councilors' activity in Ukraine aiming to professionalize it. Though there is a relevant amount of research on local councilors' activity their business qualities are not always considered and substantiated. The rationale is most often based on an analysis of the regulatory framework and does not always take into account the opinion of councilors themselves.

Method

The most complete outline of the problems in the field of councilors' development was provided through sociological research. Sociological methods allowed to analyze the social reality and thus systematize the facts about social phenomena and processes influencing the councilors' development. Therefore, sociological research was the main source of the necessary information. Depending on the article's objectives it allowed us to reveal general sociological patterns and trends in the development of processes and phenomena, to solve methodological and applied issues of the topic (regarding certain practical tasks related to the regulation of social processes in local councils, that is the activity of councilors and executive committees (executive apparatuses) of the councils).

In our case, the sociological study was selective, when the most significant variables were considered to be common to the same type of social phenomena. The defined variables acted as a micromodel of the object of the study.

An important feature of sociological research was the use of specific methods for collecting information that allowed us to provide a qualitative analysis of social problems. Such methods primarily included: questionnaires, interviews, document studies, observations, socio-metric and social experiments.

The environmental method allowed us to indicate the most important prerequisites for the formation of councilors' business and managerial qualities from the standpoint of the parliamentary environment and the professional environment of local self-government bodies.

The most objective data was obtained after using the survey method. It demonstrated a significant advantage over other research methods because it had a minimal impact on the interviewer on the respondent, which increased the objectivity, quality, and reliability of the study. This method was used during the expert study. The survey clarified the purpose of the study, namely - to find out the social factors of councilors' professionalization: empirical indicators were identified; a questionnaire was developed; a survey of 104 respondents (local self-government officials and local councilors of Ukraine) was conducted among the representatives of 4 regions (Dnipropetrovs'k oblast, Donetsk oblast, Zaporizhzhya oblast, and Kirovohrad oblast), who improved their skills at the Dnipropetrovs'k Regional Institute for Public Administration of the National Academy for Public Administration under the President of Ukraine; the questionnaires were processed with the GMS

program; the primary tables were compiled; the obtained data were grouped and analyzed on the basis of the tables.

Both local councilors and officials of local self-government took part in the survey: firstly, not all councilors (there are 80% of newly elected councilors) can independently and correctly determine the conditions of their work, what is ideally required of them, and how they can improve their activity; secondly, the identified gap can be filled with professional officials who know how to work with the councilors on various issues in local councils on a professional basis. Dnipropetrovsk, Kirovograd, and Zaporizhzhya regions were selected among other regions of Ukraine for the questionnaires as in these regions decentralization was completed fairly quickly and there was the first experience in reforming local self-government.

Results and Discussions

3.1 A local councilor as a representative of a local community in Ukraine

Local self-government is one of the most effective forms of local governance and territorial development. The existence of local self-government is a defining feature of a democratic, social, legal state. Recognition of local self-government as one of the principles of the constitutional arrangement means the establishment of a democratic decentralized system of governance based on the independence of local communities, local self-government bodies in addressing the issues of local importance (Bayuk, 2015).

The system of local self-government in Ukraine includes: local community; village, township, city council; village, township, city mayor; the mayor; the executive bodies of the village, township, city council; rayon (district) and oblast (region) councils representing the common interests of local communities of villages, townships, cities; bodies of self-organization of population.

3.2 Local councils represent the interests of the local community residents

After the proclamation of Ukraine's independence and the adoption of the Constitution in 1996, the government started the process of reforming and democratizing its society and state. The current Constitution enshrines that "local self-government is recognized and guaranteed in Ukraine" (Constitution of Ukraine, Art. 7).

The representative bodies – local councils – are the main component of the system of local self-government in Ukraine. They are formed to fulfill the tasks and functions of local self-government and constitute a set of persons who possess a special status – a deputy of a local council – a councilor. This status reflects all the main advantages and disadvantages of the relevant representative body, its activities – the level and effectiveness of the councils, and its guarantees – the security of the councils.

According to the Law of Ukraine "On the status of local councilors" (On the status of local councilors, Art. 2) the councilor of the village, township, city, district in the city, rayon, oblast council (hereinafter – the local councilor) is a representative of the local community of the village, township, city or their communities, who, in accordance with the Constitution of Ukraine and the Law of Ukraine "On local councilors elections", is elected on the basis of universal, equal, direct suffrage by secret ballot for a term of five years.

A local councilor's status is a set of additional rights and opportunities, as well as responsibilities, that distinguish a councilor as an elected representative from other voters who elected him or her as their representative, to represent their interests. The election of a councilor indicates a high level of public trust. And the councilor, accordingly, consciously assumes to carry out his/her duties in good faith.

The local councilor should proceed from the fact that the recognition, observance, and protection of human rights and freedoms is one of the main directions, the main content and essence of the activities of local governments.

The foundations of the status of local councilors are in the Constitution of Ukraine, the Law of Ukraine "On Local Self-Government in Ukraine", the Law of Ukraine "On the Status of Local Councilors", other laws of Ukraine. His/her rights, powers, duties are also signed by the Regulations and the Statute of the local council of the current convocation.

The local councilor is a representative of the interests of the local community and an equal member of the local council (Strannikov, 2010).

The structural elements of the constitutional and legal status of a local councilor are - legal personality; functions, rights and responsibilities; the term of occurrence and termination of the councilor's mandate; guarantees of councilor's activity; liability.

The local councilors carry out their activities in two directions, namely: activity in the constituency (reception of citizens); activity in the representative body of local self-government – local council.

In addition, a local councilor has the right to: elect and be elected to the bodies of the relevant council; propose issues for consideration by the council and its bodies; make proposals and comments on the agenda of the council - and its bodies - meetings; to make proposals and comments on acts - draft decisions, other documents adopted by the council or its bodies, amendments to them; express an opinion on the personnel of the bodies formed by the council and the candidatures of officials elected, appointed or approved by the council; to raise the issues on council's officials appointment; take part in debates, to address inquiries, ask questions to a speaker, co-speakers, the chairman at meetings; to make proposals for hearings at the plenary session of the council; provide information; announce at the meetings of the Council and its bodies the texts of appeals, statements, resolutions, petitions of citizens or their associations, if they are of public importance (Bayuk, 2015).

3.3 Professional environment of a councilor

The councilor's activity is to be organized in a way to become the realization of his/her personal, business and qualification potential. The professional environment of local councils is part of the living environment for the councilor's personality. In this environment his/her socialization and identification as a councilor occur. These processes are quite contradictory, because of their characteristics that are revealed in secondary, lateral forms (as the activity of a councilor is parallel to his/her main employment). In other words, the professional environment of a local council is secondary for a councilor whose personality has already been formed in another professional environment (the place of his/her main employment). As a result, the process of socialization becomes problematic in reconciling learned and repeatedly practiced rules and norms of life with the new system of values, attitudes, stereotypes of behavior, and activities. At the same time, the personality of a councilor begins "to master" the professional environment of a council, an executive committee, or an executive apparatus, assimilating it through the mechanisms of social identification and adaptation to the social group of local councilors.

3.4 Managerial development of a councilor and its stages

The study of managerial and business important qualities of the councilors (especially at the stage of their development as councilors) is crucial for revealing goals and perspectives of their socialization and adaptation in the professional environment of local councils.

Thus, we first define the concept of "managerial development of a councilor" as an out-of-professional process, during which managerially and business important qualities of a person are formed and implemented, and organically contribute to his/her socialization and adaptation as a local councilor.

The effectiveness of management in local councils of Ukraine depends largely on a number of factors: personal and professional competence of a councilor, level of this/her professionalism, ability to self-improvement and more. By and large, the councilors are required: to improve their knowledge and skills, to mind individual characteristics and patterns of their relationships and interactions in teams to work with various socio-political institutions and organizations. That is why the development of a councilor's personality is one of the components for the strategic development of local self-government.

A significant role in the success of the councilor's development is also played by: the managerial, councilor's environment in which his/her personality is formed; conditions created by society; the influence of socio-political institutions, etc. We agree with Khozhylo and Yashina that any staff as a professional community is closely connected with its professional environment. A professional community (in our case – the community of councilors) is a social "core" where individual intentions end and personal development continues. It is the professional community where a specialist acts and his/her formation as a professional is realized within, first, his/her

activity at the workplace and, second, accumulation of his/her professional experience, knowledge, and skills (Khozhylo, 2011). Managerial development consists of professional upgrading of each councilor as the obtaining and/or improving his/her professional knowledge, skills, abilities, competencies, which he/she either uses or will use in his/her activities as a councilor.

Managerial development has a positive impact on councilors, because they, improving their skills and competencies, get additional (in addition to their main profession) opportunities, become more competitive in the labor market. An important factor in their managerial development is the identification of the discrepancy between the available professional knowledge and skills of a councilor and those that have to be implemented in realization of tasks and functions of local self-government. Determining the needs in the development of a particular councilor is a key task for a personnel department of a local council, for a councilor and for a chairman of a council. The role of each in this process is schematically depicted in Figure 1.

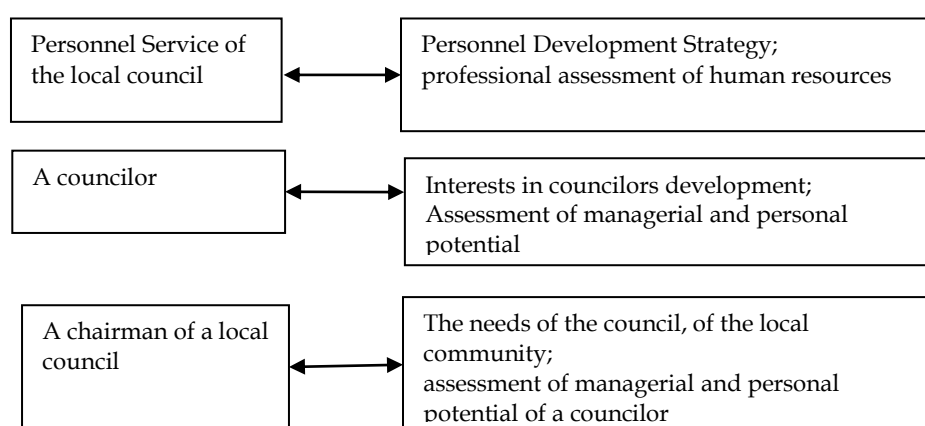


Figure 1 The role of each part in identifying the needs of managerial development of a councilor – developed by the authors

Thus, the managerial development of a councilor is caused by: the creation of a productive environment for personal growth and activity improvement; the increasing of its significance for a council; the ensuring of compliance between the professional qualification (education) obtained at the main workplace (place of employment) and additional education (self-education) with new opportunities and needs. Managerial development provides the measures for improving individual managerial skills and developing new skills. Such development should focus not only on the needs of a local council but also should meet the requirements of the individual, his/her capabilities, aspirations and potential as a manager. Thus, the individual development of a councilor should become a necessary structural element of the program for further personal development and for local self-government as a whole.

Regarding the stages of managerial development of the councilor's personality, almost all theories, concepts and research findings divide them into four stages. Here is, in our opinion, a generalized version of the stages of managerial development of the councilor's personality.

The first stage is the emergence of councilor's intentions, relevant interests in political and representative activities; the ability and willingness of the councilors to behave within the priorities and objectives of the public service (that is acceptance of its mission). The evaluation criterion here is a socially and psychologically justified choice of a councilor's activity (as a type of occupation).

The second stage is the focusing on a councilor's own efficiency and development, which determine political, legal, managerial, communicative and other competencies; business characteristics, such as purposefulness, self-control, flexibility; ability to out-of-professional training, the purpose of which is the reproductive obtaining of knowledge, skills and abilities necessary for a councilor. The evaluation criterion here is self-determination.

The third stage is active participation in councilor's activities, the focus of a councilor on the public (citizens), activists, and colleagues. The evaluation criteria here is rather high indicators of councilors' activity; the level of managerially (including professionally) and business important qualities; psychological comfort.

The fourth stage is the "full realization" of a councilor in his/her councilor's activity. The level of "realization" is characterized by mastering: the operational sphere of activity; creativity in activities; individual style of management; willingness for self-improvement.

3.6 Professionally important qualities and competencies of a councilor

The development of a local councilor involves the process of training. Its objectives are understanding and performing new functions (compared to the main place of employment), mainly managerial functions, implementation of new tasks and use of personal qualities and abilities. This requires "investments" from local councils into the development of councilors, who are expected to increase their productivity. Such "investments" contribute to the formation of a favorable climate in the council, improvement of councilors' motivation, their dedication, and sometimes preservation of local traditions in governance.

Motivation is the process of encouraging a person to act for achieving goals. The influence of motivation on human behavior is as follows: it depends on many factors, it is purely individual, it can be changed under various factors. The motivation of a councilor is closely linked to his/her diverse needs, interests, and the needs of voters. Limited motivation significantly complicates adaptation to new activities and the managerial potential of a councilor.

The driving force for managerial development of a councilor is the resolution of contradictions between the internal resources of the individual and the requirements of a councilor's activity, which, in turn, is dictated by a society, its goals, needs, trends, norms, culture. Thus, the contradictions between goals and available means to achieve them, between aspirations and opportunities are resolved in the process of activity and become the driving forces for the development of councilor's competencies and managerial skills. Besides, personal motivational goals are determined by the system of motivating forces of society, social environment and a personality of a councilor with his/her defined needs, interests, intentions, attitudes, life plans, which characterize his/her socio-managerial position and reflect the life strategy.

The examined characteristics of personal and managerial development, which are based primarily on the formation and implementation of personal and business qualities of a councilor and reflect his/her life strategy, make us to reveal these qualities.

There is no single approach to the definition of "professionally important qualities". Three main ideas can be defined as the following: professionally important qualities are qualities that affect the effectiveness of professional activities; professionally important qualities are qualities that contribute to the successful mastery of the profession and are necessary for the obtaining of special knowledge and skills; professionally important qualities act as professional requirements for a specialist.

Shadrykov (1996) treats this concept as the characteristics of the subject of any activity that affects the efficiency of professional activity and the success of its assimilation. Professionally important qualities can be divided into general and special ones. According to the classification by Yu. Povarenkov, they are named professionally significant and professionally important qualities. The scholar defines them as professionally oriented qualities (Povarenkov, 2002). Lipovska N. explains professional competencies as the main cognitive component of the subsystem of professionalism (Lipovska, 2009).

As we have revealed above, a councilor's activity is not a profession, and therefore, it cannot be called a "professional" activity, although it can be provided at a very high managerial and business level. General business qualities are necessary for mastering any profession (purposefulness, attentiveness, literacy, etc.), which are also inherent to a councilor. These qualities have an indirect impact on professional and councilor's (formally non-professional) activities.

Special professional qualities ensure the productive professional activity of a specialist and are derived from professional tasks and functions, features of professional activity. They, being integrated with the general characteristics, form the synthetic characteristics of an individual as a subject of professional activity.

According to Krasnopyorova (2008), the development of professionally important qualities occurs through psychological mechanisms of professional socialization: professional imitation, projection, professional identification, etc. The relevant personality traits are important for the profession in accordance with its professional description and become professionally important qualities within the process of socialization.

Nowadays, a competency approach is developing. Its essence is in the integral characteristics of a person. It characterizes a person's desire and willingness to realize his/her potential (knowledge, skills, experience, personal qualities, etc.) for successful professional activity. Currently, there is no single definition of this concept. And this is a natural phenomenon, because competence, like professionalism, cannot be static, it must be constantly enriched, improved as a socio-managerial category.

Shpektorenko defines professional competence as a cumulative, final outcome of the interaction between all elements of the professional mobility structure of personnel. This is the degree of professional intentions, vocation, interests, and aspirations development; professional orientation of a person, his/her suitability and ability to work in the profession; learning opportunities; professionally important qualities, professional culture, experience, satisfaction (Shpektorenko, 2014). The competency-based approach in professional development can be defined as the manifestation of renewed knowledge, public-administrative and economic know-how; as a prerequisite to act efficiently (Dunayev et al, 2019).

The effectiveness of councilor's activity depends on the communicative resource. Communicative competence involves the capability to have a set of communicative knowledge, skills and abilities and skillfully apply them to ensure the effectiveness of oral and written communication in achieving efficiency of public service (Demedyshyna, 2007). For instance, the communicative competence of a councilor presupposes knowledge about the essence of local self-government; methods, structure and mechanisms of public administration; principles of organizational activity; business communication technology; principles of searching for optimal methods of business communication and style of public administration; selection of highly qualified personnel; the system of training and upgrading (Yatsenko, 2009).

In the Table 1 we propose a model of correlation between the stages of a councilor's development as a manager and the relevant competencies that determine the behavioral indicators.

Table 1 The correlation between the stages of managerial and business qualities development of a councilor and the corresponding competencies - developed by the authors

<i>Stages</i>	<i>Competencies</i>	<i>Indicators</i>
1) The emergence of intentions; formation of the ability to self-analysis	Axiological, political, legal	ability and willingness to behave according to the priorities and objectives of public administration and public service, the interiorization of their missions; high morality; feed-back ability; compliance with the law
2) Focus on personal efficiency and development of business and managerial qualities; change of cognitive motivation to activity and active motivation	Individual	the flexibility of thinking; purposefulness; high productivity; adaptability; creativity
	Ackmeological	self-confidence; feed-back ability; purposefulness; motivation to succeed; independence; initiative; responsibility
	Self-realization and self-development	ability to LLL, self-development; systematization and structuring of professional (main employment) and managerial experience;

		willingness for professional and activity improvement; self-control; self-improvement
3) The process of active involvement into the profession; actualization of the personal perception of professional activity; capability for professional self-development	Social, psychological Communicative	Perception of an organization (the main place of employment) and local self-government; ability to predict the impact of events and situations on the activities of an organization; ability to inspire confidence; ability to work in a team; leadership and directiveness; determination; control and discipline
	Self-organization, self-management	Feedback ability; ability to criticize and self-criticize; ability to adapt to changing conditions (mobility)
4) “Full realization” of a councilor in activities; willingness to succeed; formation of motivational and value qualities	Social and psychological	ability to perform functional duties on the basis of legality and constructive interaction; oral and written communication; interpersonal skills; friendliness, tact; prevalence of councilor’s responsibility (to personal interests)
	Business	conceptuality and analytical thinking; knowledge in the field of activity; ability to analyze events in their ties and development; speed of response to problematic issues; ability to adapt to a new situation
	Self-organisation, self-management	social thinking, feed-back ability; self-confidence, independence; responsibility, initiative; ability to concentrate

In sum, these categories reflect the creative and professional potential of a councilor, his/her abilities to fulfill representative authority, to reveal the level of general culture and culture of councilor’s activity, to characterize their ability to use fully their advanced managerial knowledge and experience, progressive methods, techniques, rational forms, organizational and technical means of management. In this case, the competence and culture of councilors’ activity are the main qualitative categories of a councilor, which determine the effectiveness of councilor’s activity.

Therefore, the formation and implementation of managerial and business important qualities of a councilor in his/her activities are aimed at implementing the goals of a local community, local council, personal goals, and has such trends as administrative, informational, communicative, and motivational. Administrative trends are related to the managerial and business development of a person. Informational trends include methods of collecting information that are directly related to the study of the identity of a councilor. Communicative trends provide the implementation of the communication function in local self-government. Motivational trends are determined by the system of motivating incentives of a councilor, his/her relevant needs, interests and proposals, life plans, which characterize his/her socio-professional position and reflect the life strategy. The analysis of the effectiveness of councilor’s preparation for activity in a local council allowed us to identify a set of contradictions related to the process of professional development of councilors, which inhibits the development of local self-government as a social system.

The survey on the councilors’ professionalization

The sociological study on the councilors professionalization revealed the following contradictions between: quantitative and qualitative composition of the councils' staff and councilors and the efficiency of the local self-government system; increased demands of society to public service, including the managerial and business competencies of the councilors, and their limited opportunities in the professional development; the growing need for qualified personnel in the councilors corps, who meet the requirements of society, and the current state of its satisfaction in Ukraine.

The contradictions in the development of an integrated competence of the councilors are from the problems in the system of local self-government, civil society formation, democratic nature of socio-economic transformations in the country. Besides, they are explained by the changing roles, functions, and tasks of the Ukrainian State. The elimination of contradictions is objectively possible only under full democracy as the most socially acceptable form of local self-government arrangement, the rule of law development, the increased role and responsibility of the councilors for the outcomes of their activity. The questions were about the general assessment of managerial and business formation (integral competence) of local councilors; about social barriers which create obstacles to the formation of managerial and business development (integrated competence) of the councilors; about the connection between training and practice; about the factors that hinder the development of an integrated competence of the councilors. The activity of the councilors (the elected representatives of councils) was compared to the activity of local self-government officials - those who are employed by councils to execute their functions.

According to the results of a sociological study, there are significant barriers to the professionalization of councilors. To determine them, it is important to provide a general assessment of Ukraine's human resources. On the one hand, the problem of elected staff of local governments is still far from being solved, and on the other hand, there are already positive trends in its solution.

Today, the general assessment of human resources of local self-government of Ukraine by the councilors, who acted as the experts in the survey, is quite mediocre. As Figure 2 indicates, only one among four respondents evaluates the level of local councils' staff as high (4.81%), more than half of the respondents consider it average (69.93%), and about 19.23% give a low score.

The low score is explained by a number of significant reasons: irrational "use" of professionally trained personnel (51.92%), the weak focus of State personnel policy on the professional development of local self-government officials (44.23%), the destruction of career guidance system for young people (32.69%), weak activation of professional resources of society (20.19%). Among other reasons, the respondents named the mass migration of highly qualified specialists abroad (14.42%); changes in the field of social and labor professional preferences (13.46%), and training of specialists in "mass" professions (9.62%).

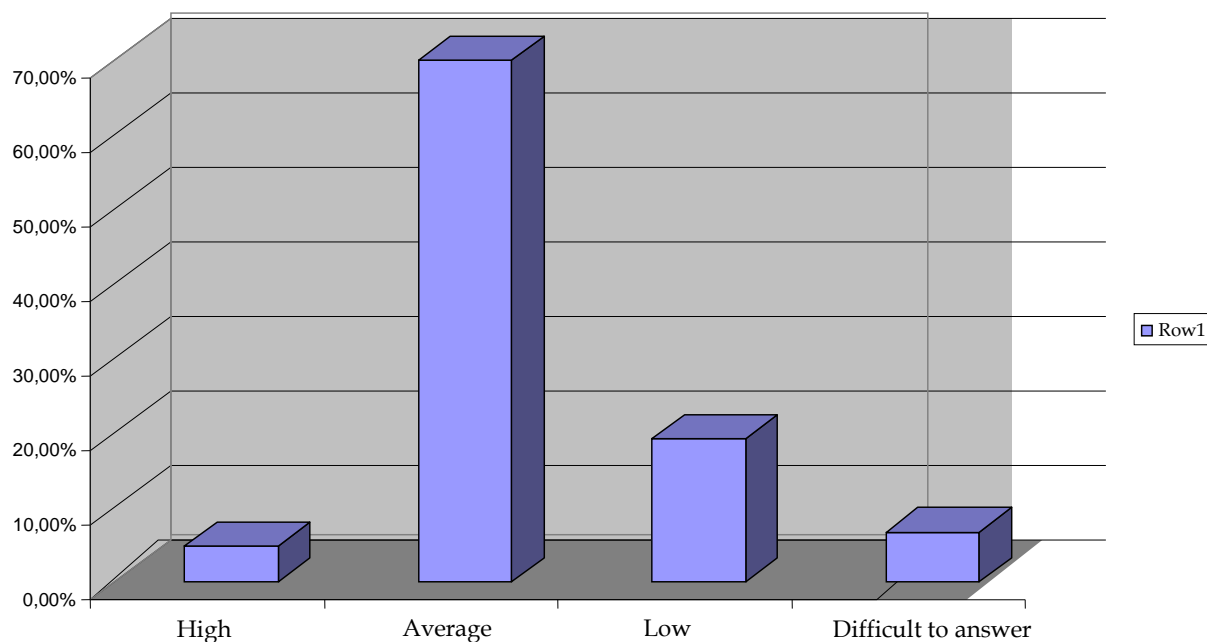


Figure 2 Assessment of the human resources of local self-government - developed by the authors

The councilors were asked the question: “What, in your opinion, social barriers create the obstacles to the professionalization of local self-government officials and to the formation of a councilor’s integrated competence?” The answers of the respondents are presented in the form of a diagram in the Figure 3.

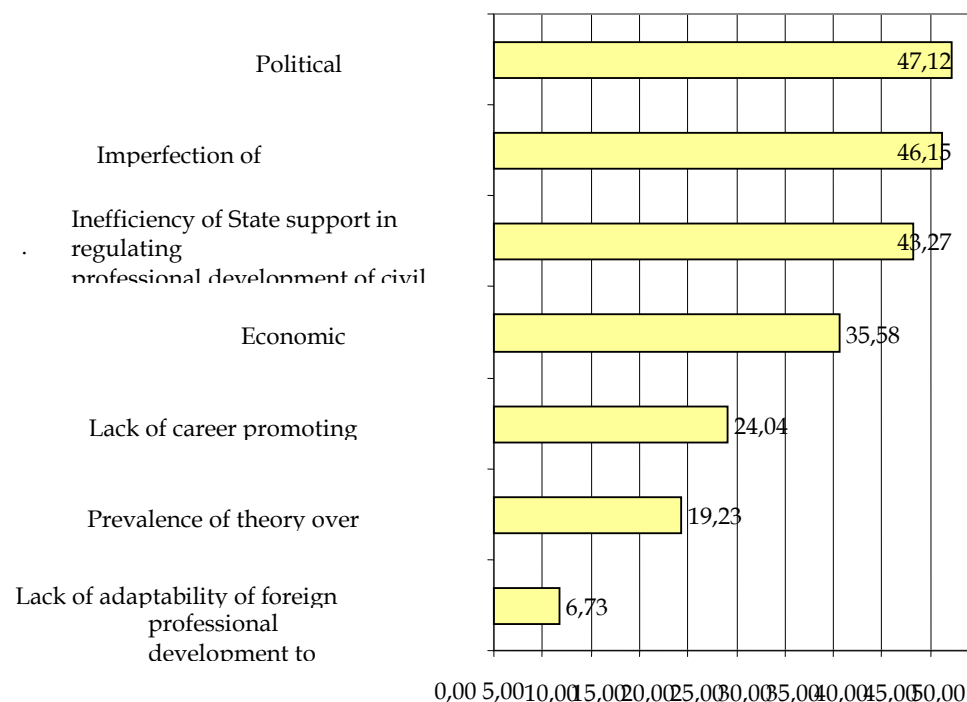


Figure 3 Social barriers to the professional development of local self-government officials and councilors within the macro-social environment (e.g. a State) - developed by the authors

The above results of the sociological study allow us to identify the most significant (according to the respondents) social barriers to the development of an integrated competence of local self-government officials and councilors. These barriers can be attributed to the micro-social environment, i.e. those at the State level.

(1) The factor of political instability in Ukraine is defined by the councilors as the main obstacle to professional and non-professional development (47.12%). Constant political changes have a negative impact on the staff of local self-governments which are often formed by newly elected councilors. At the same time, the interests of individual officials, groups (who want to surround themselves with those people who are loyal to them and their views) are realized.

(2) Imperfection of the legal framework as a social barrier to the professionalization of local self-government officials and the formation of an integrated competence of the councilors was mentioned by 46.15% of the respondents.

Unfortunately, the current legislation does not pay attention to solving the problems of professionalization of local government officials and councilors, although the need to develop such a legal framework that would increase the efficiency of this process is long overdue. The declarative nature of existing regulations does not allow to solve the problems that exist in this area constructively. In particular, there are no normative legal acts that stipulate the responsibility of managers and personnel services for the irrational use of the professional potential of local self-government officials.

The formation of new regulatory frameworks, which will be the basis for improving the quality of local self-government, in our opinion, will have a positive impact on: interaction between local self-government bodies regarding the distribution of powers (including the employers at the main place of the councilors employment) on training and advanced training of local self-government officials and councilors; rational use of educational institutions in order to strengthen the staff of local self-governments and their councils; control over the activities of educational institutions, as the mechanism of control (provided by law), does not take into account the specifics of personnel professional development and training (short-training, frequency of amendments into the educational programs, activities of educational institutions on self-financing); training of pedagogical staff of educational institutions, as the specifics of their work is associated with the constant updating of educational content; development and application of modern teaching technologies aimed to improve the scientific and methodological support of professional training and advanced training of local self-government officials and the councilors.

The survey proves that the laws of Ukraine “On Local Self-Government”, “On Service in Local Self-Government Bodies”, a number of resolutions of the Cabinet of Ministers of Ukraine and other regulations on the professional development of local self-government officials and on an integrated competence of the councilors should undergo significant changes.

(3) The third place among the factors hindering the professional and managerial formation of local self-government officials and councilors was the inefficiency of State support and State regulation of this process (43.27%). The lack of strategy while realizing the State policy on personnel adversely affects the development of personnel. Reality shows that at the national level there is no target-oriented and systematic work with the staff and the councilors. The negative aspects of the personnel process can be traced in the inability to analyze staff affairs, to run them, to establish control over the implementation of decisions and implemented programs; to make personnel decisions without taking into account (and forecasting) the possible consequences of their implementation; to harmonize the actions of personnel services and various management structures.

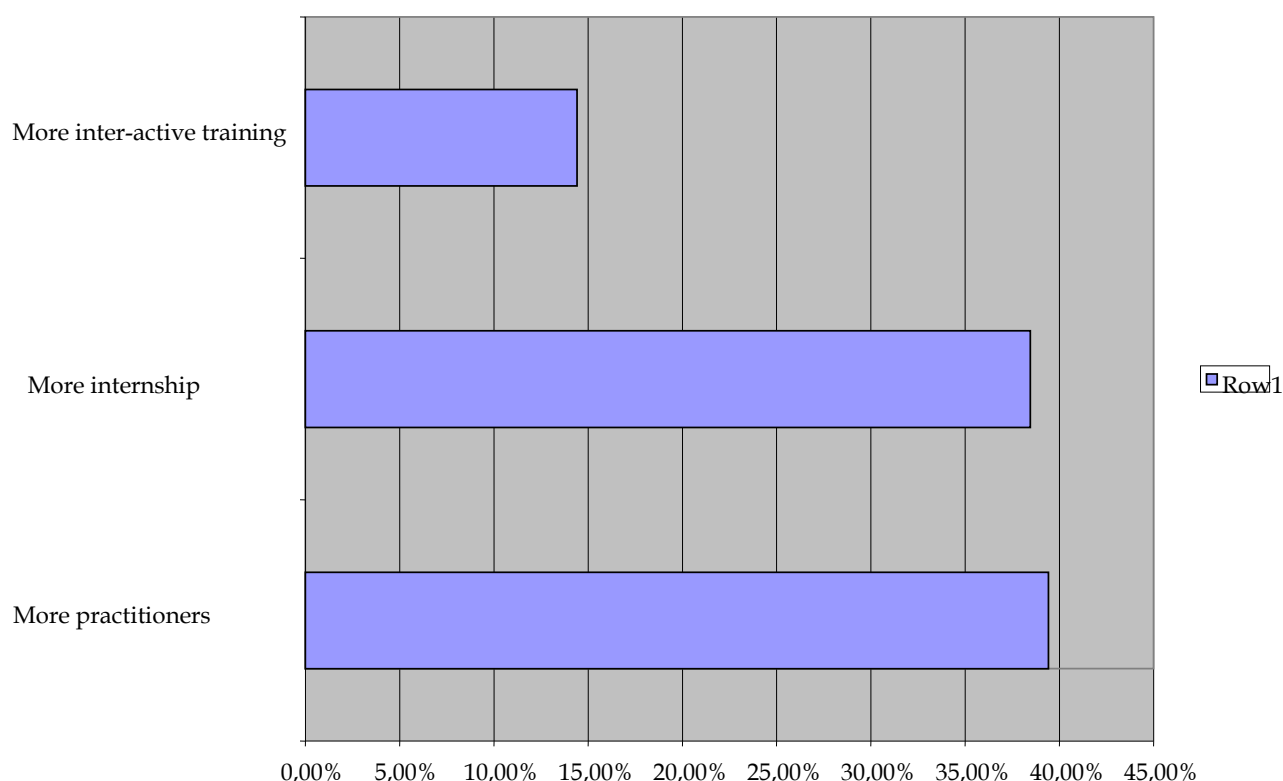
(4) The negative impact of economic instability on the process of professionalization of local self-government officials and the formation of integrated competence of the councilors was named by

35.58% of the respondents. The results of the sociological survey also revealed the importance of certain qualities for the councilors presented in the Table 2.

Table 2 The correlation between the qualities of a councilor and the effectiveness of his/her activity - developed by the authors

Qualities	Yes	Partially	No	Difficult to answer
Diligent execution of duties	57,28%	36,89%	3,88%	1,94%
Professionalism	68,93%	26,21%	4,85%	—
Caring about citizens' rights	24,51%	34,31%	30,39%	10,78%
Pedantic implementation of regulations	25,49%	41,18%	20,59%	12,75%
The intention to be independent of the influence of outside organizations	13,86%	21,78%	39,60%	24,75%
Selflessness	25,74%	25,74%	31,68%	16,83%
Observance of ethical rules	42,72%	34,95%	13,59%	8,74%
Initiative	53,40%	30,10%	11,65%	4,85%
Ability to take into account the interests of the population	33,98%	30,10%	20,39%	15,53%

19.23% of respondents emphasized that training programs are out of practice. That makes them a social barrier to the professionalization of local self-government officials and the formation of an integrated competence of the councilors. This indicator shows that the content of curricula is not sufficiently related to practice; that learning is over-theorized and, as a consequence, there is poor preparedness of learners for future activities. After all, during training, the learners should develop practical skills that will help them at the workplace.



The Figure 4 indicates the suggested measures for strengthening the connection

between learning and practice proposed by the interviewed learners

The Figure 4 distribution of answers to the question: “How is it possible to strengthen the connection between training and practice?” - developed by the authors. The obtained results allow us to conclude that there is a need to attract specialists in training sessions who are directly involved in practical activities in the field of public service, local self-government councils; to conduct study trips and internships. However, in our opinion, while training, it is necessary to organize interactive classes, because they allow to model and analyze practical situations in which a person may find himself/herself during the service.

The sociological survey also raised questions about the factors that hinder the development of an integrated competence of the councilors and their professionalism. These factors can be attributed to social barriers at the level of the microsocial environment, i.e. local self-government. Among the factors that create obstacles to the professionalization of local self-government officials and councilors, the respondents mentioned subjectivity in staff evaluation (24.04%), partial reorganization (13.46%), underdevelopment of managerial (administrative) culture (12, 50%), difficulties in obtaining additional or special education (4.81%) and advanced training (3.85%). Thus, the social barriers to the development of an integrated competence of local self-government officials and councilors are: the factor of political and economic instability in Ukraine; the imperfection of the regulatory framework as a social barrier to the professionalization of local self-government officials, and the formation of an integrated competence of the councilors; inefficiency of State support and in regulation of this process.

CONCLUSION

During the complicated times of uncertainty and changes Ukraine, like never before, needs professionally trained, managerially competent leaders at various levels who, thinking strategically, understand and overcome the complexities of governance. The local councilors are members of an elected self-government body (rada) that makes decisions on behalf of a local community.

Developing a vision for the community's social and economic development, making decisions on what to be done to achieve that vision is an important function of local councilors. To convince the community to follow that vision and achieve the outlined plans requires strong managerial qualities. Besides, under conditions when the needs of the community are constantly changing and evolving, the councilors are to be prepared to initiate new policies and activities in response to new challenges. The paper revealed that the managerial development of local councilors is a non-professional process (carried out in parallel to the main employment of a councilor), which is aimed at achieving the goals of the local community, local council, and personal goals development, and has administrative, informational, communicative and motivational objectives.

The study proved the negative impact of such factors as political and economic instability in Ukraine, irrational use of professionally trained personnel, the weak orientation of the national personnel policy on the professional development of local self-government representatives, destruction of the system of professional orientation of youth, weak mobilization of professional resources, the mass departure of highly qualified specialists abroad. That is why local councils are to provide the opportunity for their councilors to develop their knowledge and skills, enhance their understanding of key issues, increase their leadership and managerial qualities.

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