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### Formation of the National Management System in the Field of Personnel Training for Modern Innovative Economy

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#### ABSTRACT

The article is devoted to the study of theoretical and methodological aspects of the study of improving state regulation in the field of continuing professional education as the main human capital and the leading resource of the modern knowledge economy. It is concluded that it is necessary to use the concept of “continuous vocational education”, which emphasizes the functional specificity of the acquired knowledge, it is assumed to ensure continuous updating of professional knowledge and skills, emphasis is placed on the constant process of training in the professional sphere. It is shown that the study of the specifics of the development of the system of continuous vocational education requires an appropriate methodology, which is identified as complementary institutional and system approaches. The author proceeds from the idea that the system of modern higher education is integrated into the subject space of social and labor relations, representing a set of its stakeholders. A conclusion is made about the need for new approaches both to the management of higher education on the basis of regulation of the interaction of its stakeholders and, accordingly, to the development of a scientific justification for the theories and principles of managing social and labor relations.

**JEL Classification:** A20, I24, I29, H75.

**Keywords:** Education, institutions, systems approach, institutional problems, methodology, state regulation.

## **1. INTRODUCTION**

In modern conditions in the Russian economy, new requirements are imposed on specialists engaged in various professional fields, and, consequently, on the system of professional training of these specialists. Education implements a number of functions of socio-cultural reproduction, including issues of national security, which can't be unambiguously reduced to the needs of a market economy. Therefore, the relationship between educational and economic institutions is often contradictory. At the same time, one should not miss the opportunities for fruitful cooperation between education and business in the context of intensification of global economic competition.

On the other hand, the current situation opens the prospect of comprehensive state participation in the processes of forming social partnership between the leading subjects of social and labor relations, where private capital along with state capital is able to form a cluster of employers interested in creating innovative sectors of the Russian economy and a modern education system.

The object of research in this article is the state regulation in the sphere of higher education, and the subject – the strategic aspects of state regulation of the educational sphere, taking into account the specifics of interaction of its stakeholders.

The purpose of the article is to consider the prospects of state regulation of the sphere of higher education on the basis of correlation of interaction of its stakeholders.

To achieve the goal of the research, it is necessary to solve the following tasks: to study continuous professional education as a strategic resource of the knowledge economy; To analyze the institutional and systemic approach to the study of the specifics of state regulation in the sphere of education; To study the interrelation of the interests of subjects of social and labor relations and the system of higher education.

The study is based on institutional methodology (T. Veblen, D. North, A.E. Shastiko, KV. Vodenko, etc.), in which attention is given to the leading role of social and economic institutions in the management of socio-economic systems (North, 1997; Shastitko, 2002). The implementation of the institutional approach in the work is not conceivable without the principle of state regulation of the economy (JM Keynes, P. Samuelson, E. Hansen, J. Hicks, LI Abalkin, S.Yu. Glazyev, DS Lvov and others).

The perspectives of state regulation in the sphere of higher education considered in the article are analyzed with reference to the work of domestic researchers, such as F.E. Sheregi, S.A. Dyuzhikov, K.V. Vodenko et. al., (Dyuzhikov, 2010; Sheregi, 2001; Vodenko, 2016; Vodenko et. al., 2016; Vodenko & Cherkesova, 2016; Vodenko, Tikhonovskova & Ivanchenko, 2015).

## **2. THEORETICAL ANALYSIS**

Education becomes the main human capital and the leading resource of the economy. You can talk about the formation of a new type of education – post-industrial, focused on the development of social and professional abilities of the individual, and its sense-forming factor is the socio-professional development of the subject of socially useful activities. This type of education provides for a number of models of vocational training, which we based on literature research (Zeer, 2012), are systematized in Table 1.

**Table 1**  
**Models of social and professional activity**

<i>Model</i>	<i>Specificity</i>	<i>Main component</i>	<i>Target Orientations</i>
Model of professional adaptation	Characterized by the performance of activities in accordance with prescribed rules and regulations	The tendency of adaptation to professional activity and self-determination prevails in it	Professional qualifications (knowledge, skills)
Model of the amateur organization	Characterized by the training of specialists who are able to independently organize their activities and make decisions, bear responsibility for them	The main component is the process of self-organization of the individual	Professional competence (general and professional)
Model of professional self-development	Characterized self-realization of the individual in the profession, a combination of autonomy with teamwork	The central component should be readiness for innovation	Professional culture (properties and abilities that determine the productivity of cognitive, social and professional activities, a high level of professional mobility)

The formation of a new type of education creates new realities for the individual and society as a whole, when successfully adapting to new conditions is possible only with professional renewal and continuous, which the education system should provide. In this connection, such concepts as vocational education and continuing education are actualized. According to the law “On Education in the Russian Federation”, vocational education is a kind of education that is aimed at acquiring knowledge, skills and skills of students in the process of mastering the basic professional educational programs and forming competencies of a certain level and scope that allow them to conduct professional activities in a certain field and (Or) perform work on a specific profession or specialty (“*On Education in the Russian Federation*”, 2012).

Continuous education is defined as a process “built into a person’s life, and not limited to special educational activities in classrooms.” It is a way of socialization, integration of individuals into the professional community and society as a whole, and then as a way of successful adaptation to a changing social reality. Continuous education places emphasis on the process of improving competence, changing “life scenarios”, behavioral stereotypes, contributing to the further growth of professional and general cultural competences, human development, and not just the acquisition of additional education (advanced training, retraining, second higher education).

The most appropriate, in our opinion, is the use in the socio-economic discourse of the term “continuous professional education”, which emphasizes the functional specificity of the knowledge obtained, it is assumed to ensure continuous updating of professional knowledge and skills, emphasis is placed on the constant process of training in the professional sphere. The logic of continuing professional education is the receipt of the second, and third, and so on of higher educations, as well as the simultaneous passage of various courses of refresher training and retraining. In principle, here there is the possibility of multiple shifts of professional and educational trajectories, as well as the addition of competencies and qualifications to improve basic professional activities, which reflects the specificity of market relations, to which modern man is forced to adapt.

Continuous vocational education is based on the concept of professional development of the individual and is carried out through the formation of motives and necessary competencies for lifelong learning. Its purpose and purpose is to provide a full-fledged professional development, create conditions for the

constant renewal, development and self-actualization of each person throughout his professional life. Hence the goal of continuing professional education in relation to the individual is to satisfy the individual's need for development, self-development, self-actualization and self-realization in professional life. But in relation to society, the goal of continuing professional education is the creation of human resources and their modernization.

### 3. RESULTS

The study of the specifics of the development of the system of continuous vocational education requires an appropriate methodology. Education can be explored in the context of institutional and systemic approaches (Table 2).

**Table 2**  
**Institutional and systematic approach to the study of education**

<i>Questions to compare</i>	<i>Institutional approach</i>	<i>Systems approach</i>
The concept of education	Education is the interaction of social groups, communities, in a certain way organized to achieve the goals and objectives of the formation of the individual and her professional socialization.	Education as a system is characterized by a set of the following interacting components: educational programs, educational standards, educational institutions, education management bodies.
Application area	Effective when considering the education system in order to determine the links between its elements. Institutional consideration of education implies the identification of its links with production, science, culture, other social institutions, systems, subsystems.	The system approach is more often implemented in the course of analytical, research, management and reform activities in the field of education.
Objects of study	Education is seen as an element of the system of social relations, interacting with other elements. The institutional approach presupposes an analysis of the activities and interaction of social communities in the sphere of education.	The systemic approach characterizes education as an autonomous-structural-holistic unity. The systemic approach is characterized by a "trans-personal" description of the system, which includes the subjects of education (trainees and educators).
Main aspects of the study	Education is studied as a certain stable and dynamic form of public organization in the field of education, upbringing, vocational training.	The system explores the structure, structure of education in connection with the functions performed by it.

Generalization of these approaches to the formation of study leads to the conclusion of their complementarity and understanding of education as, first, the organized system in which is implemented the process of identity formation for the purpose of reproduction, renewal and improvement of social relations and society as a whole, and, secondly, as a social institution, understood as a set of historically and fixed, stable and self-renewing kinds of social interactions, designed to meet the needs of general was in the transfer of knowledge from one generation to another, is presented as a system that includes a plurality of persons and institutions, social functions and roles, governance and social control.

Institutional approach is most advantageous, since it allows to reveal objective characteristics of the functioning of the education system, subjective opinions, assessments, attitudes, values, attitudes, interests of various social communities interacting with each other. It provides an opportunity to see the contradictions between the elements of the education system on the basis of studying the attitude towards them from different categories of the population.

So, to study the specifics of the institution of education, it seems appropriate to apply institutional methodology. According to the Russian researcher F.E. Sheregi, the Institute of Education is the basic social institution that determines the level of scientific, technical, economic and cultural progress of society (Sheregi, 2015, p. 7). Within the framework of the institutional approach, education is understood as a stable form of organization of public life and joint activity of people, including a set of persons and institutions that are endowed with power and material means for the realization of social functions and roles, management and social control, in the process of which education, Development and socialization of the individual with the subsequent mastering of her profession, specialty, qualification (Morozov, 2012; Nedzvetskaya, 2003; Voronenko, 2010).

An important characteristic of education as a social institution is the fulfillment of social functions. The social functions of the education system are determined both by traditional representations and meet the specific historical conditions for the realization of these functions. They are conditioned by the interaction of the education system with the main aspects of public life. Social functions are not immutable, but are subject to transformation, like the institution of education itself. But it should be clarified that they are enriched with new content, have a relative continuity in the transition from one social relations to another. This explains the specificity of the social institution of education, which is subject to social needs and is specified in the fact that this institution performs the most important social functions—education and upbringing. So, the realization of the functions of the institution of education is mediated by the social structure, as well as by the ideology of a particular social system and its dominant groups in economics, politics, social development and culture.

The Institute of Education performs certain economic functions in the society. The formation of the social and professional structure of the society and workers possessing the necessary knowledge, skills and skills is considered to be the economic functions of education. The Institute of Education influences the economy through appropriate training of participants in the production process – both professional and social. Therefore, we can talk about the vocational and economic function of education, which is related to the labor sphere and reflects the human potential in the development of society as the main productive force.

In other words, education as a social institution is characterized by a special system of functions oriented to certain social needs. The fulfillment of these functions contributes, on the one hand, to the maintenance of the integrity and development of society and, on the other hand, to the reproduction of the institution of education itself.

Continuing the line of institutional methodology for the study of continuing vocational education, it is important to note that continuing professional education is realized in various forms and at different levels. It is possible to single out institutionalized and non-institutionalized forms of continuous vocational education. Non-institutionalized forms of continuing professional education include non-formal education as a continuous process in which a person develops certain attitudes and values, acquires skills and knowledge under the influence of learning, the resources of his environment and his everyday experience. Institutionalized forms of continuing vocational education can be formal (structured education system including specialized vocational training programs) and informal (planned program of professional education of young people aimed at raising the level of professional competence outside the formal curriculum). Accordingly, the first is the acquisition of vocational education at the level of primary, secondary and higher



education, and it is associated with the acquisition of certain qualifications and degrees, as confirmed by the relevant document. The second – additional vocational education (Vodenko & Cherkesova, 2016).

The problem of management The formation of the professional competence of future workers in various sectors of the economy acquires a topical character and is closely connected with the development of the system of continuing education. Of particular importance is the transformation of the higher education system, since it is the student youth that most actively implements innovative tactics and strategies in the course of their professional development, adapting to the complex conditions of future employment. At the same time, one cannot deny the fact that there are trends in the de-professionalization of young people, which causes deep concern of the leaders of the leading sectors of the economy and enterprises, as well as the university environment. In this regard, educational institutions of all levels are actively seeking ways to improve the management of the formation of professional competencies of future employees, focused on the needs of the labor market.

There are theoretical works, in which, for example, in the works of B.C. Lazarev, as part of the justification for the transition from a knowledge-oriented to the activity-oriented model of education, examines the competence approach as a definite tool for enhancing the social dialogue of higher education with the world of work, a way of deepening their cooperation, and thereby solving the problem of the discrepancy between the sphere of education and the labor market (Lazarev, 2014). In the opinion of A.V. Lubsy and G.I. Gerasimova, a professionally competent graduate should be able to independently think, possess cognitive independence and the ability to acquire new knowledge, and also possess them as an instrument of cognitive and practical activity in the conditions of an innovative society in order to be professionally competitive and successful (Gerasimov & Lubsy, 2014, p. 121). Their opinion is quite justified that in an innovative type of society, a graduate of a higher school must have a professional culture of innovative and project content and be able to diversify their professional activities.

However, while the system of education and the labor institute, developing in crisis and non-intersecting trajectories, as a whole are not able to become the basis for the formation of professional competence of young people, which would respond to innovation reality. This is manifested in the growth of youth, first of all, hidden unemployment, in the change of professional activity, in the implementation of various forms of employment, often in areas not related to the specialty obtained, and as a result, in the formation of a sustainable trend in the de-professionalization of youth, the loss of professional values And installations. Thus, there is a real demand for professionally competent graduates of a fundamentally different type and type of school who are able to adapt to the dynamically changing social reality and transform it in the course of their professional activities.

#### **4. DISCUSSION**

The sphere of higher education has immanent signs that distinguish it from other socio-economic systems that create public goods, since the provision and consumption of educational services presupposes the benefit, both at the individual level and at the national level. The mission of higher education is closely interrelated with the interests of subjects of social and labor relations (Vodenko et. al., 2016). The statement of the existence of the boundaries of the interests of the subjects stipulates the need for their qualitative characteristics, which we present in Table 3, which generalizes the specifics of satisfaction of the interests of subjects of social and labor relations.

The carried-out analysis of specificity of satisfaction of interests of subjects of social and labor relations allows to draw a number of conclusions (Vodenko, 2016):

1. Insufficient attention to the coordination of the interests of the employer and the education system has an obvious negative result for all subjects of social and labor relations.
2. HEIs improve traditional forms of cooperation with employers, but at the same time there are no mechanisms that will allow to determine the quantitative and qualitative aspects of the vocational qualification needs of the employer and society as a whole.
3. The norms and rules that regulate the relations of the subjects do not fully contribute to the identification, systematization and disclosure of the employer's needs in highly qualified personnel.

Russian educational standards of the new generation carry the basic principles of the Bologna process: the focus on learning outcomes, which are expressed in the form of competencies, with labor costs including credit units. Participation of professional associations of employers in the development of standards becomes an indispensable condition, and if possible, the formulation of competencies of graduates with the use of new professional standards. The interaction of the professional community with educational institutions is a priority area for improving social and labor relations.

It is worth assuming that all parties to social partnership achieve positive results from such cooperation: the employer receives a qualified specialist who, after graduation, is ready to start fulfilling his duties; The educational institution acquires the opportunity to prepare graduates who will be in demand on the labor market, which, in turn, will affect the prestige of the university, the degree of public trust in its educational services.

**Table 3**  
**Specificity of satisfaction of interests of subjects of social and labor relations**

<i>Subject of social and labor relations</i>	<i>Goals and interests of the subject of social and labor relations</i>	<i>Prospects for increasing the efficiency of satisfaction of the interests of subjects of social and labor relations</i>
Personality	Acquisition of professional qualifications	Development and implementation of effective mechanisms for the professional orientation of the individual.
Employer	Satisfaction of vocational skills needs in the workforce	Development of forms of employer participation in the development of social and labor relations and the system of personnel training; Development of mechanisms for determining the vocational qualification needs of the employer and society as a whole.
The state	Development of society through the accumulation, systematization and broadcasting of professional skills	Development of an adequate mechanism for regulating social and labor relations and mechanisms for increasing the effectiveness of the relationship between higher education institutions and the space for the application of labor resources.
Education system	Demand of graduates of higher educational institutions in the sphere of labor application	Improvement of the form of cooperation with employers; Increase the level of employment of graduates.

The above principles of interaction with employers provided an opportunity for universities to develop new educational programs, taking into account the needs of the local (regional) labor market, educational

and scientific traditions, innovations, individual methodological developments, etc. All these measures, in turn, led to an improvement in the quality of vocational training of graduates.

The sequence of satisfaction of the interests of subjects of social and labor relations is reflected in the following research scheme. The interests of the employer are met at the maximum level of vocational qualification, which determines the high level of productivity of the employee's work. The interests of the state are satisfied, provided that the proceeds from the sale of products increase, and are the increase in the volume of tax revenues. The interests of the university are met with a constant increase in the volume of licensing and the volume of state order, which is determined by the demand for certain areas of training (specialty). Personality interests are met with high monthly payments per employee, which the employer agrees to pay for the professionalism of the staff. The interests of the employer are met with the targeted use of taxes, when the state fulfills obligations to prepare specialists with higher education necessary for the employer. The interests of the state are satisfied provided that the GDP and the standard of living of the population are increased, which is impossible without the training of specialists necessary for the economy.

## 5. CONCLUSION

Summarizing all of the above, it should be noted that a single space of social and labor relations is a complex structure, the subjects of which must constantly establish rational rules for communication between themselves.

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