

STRATEGIC VECTORS OF THE IMPLEMENTATION OF CIVIL SERVICE PROFESSIONALISATION MECHANISMS IN THE CONTEXT OF SOCIAL CHANGES

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Abstract. *The aim of this study is to determine the strategic vectors of the implementation of mechanisms for civil service professionalisation in the context of social changes. The leading method for studying the problem is the structural and functional method, which allows for the comprehensive consideration of the mechanism of civil service professionalisation through a two-part analysis and a study of the structure and functionality of the research object. Such general methods of scientific knowledge as analysis and synthesis, incomplete induction and deduction, generalisation and abstraction were also used in the study. The study analyses the definitions of the term “professionalisation”; determines the factors that should be considered when developing a new mechanism for civil service professionalisation or modernisation in the context of public changes; analyses the strategic plan of the activities of the National Agency of Ukraine on Civil Service for 2019–2022 and identifies its main advantages and disadvantages in the aspect of studying civil service professionalisation; and suggests strategic vectors of implementation of mechanisms for civil service professionalisation, which can have a positive effect in the context of public changes.*

Keywords: *professional development, civil servants' efficiency, human resources, evaluation system, motivation.*

Reikšminiai žodžiai: *kvalifikacijos kėlimas, valstybės tarnautojo darbingumas, žmogiškieji ištekliai, vertinimo sistema, motyvacija.*

Introduction

Social transformations in the public administration system of Ukraine, carried out by the current government, are aimed at finding possible prospects for the development of Ukrainian society and identifying new methods and forms of achieving the efficiency of the civil service, and are focused on European standards. The effective functioning of society and its development depend on the strong, professionally competent human resources potential of the state (Shalbolova et al. 2021, 591).

Professionalisation contributes to the implementation of social transformations, ensuring the progress of society's development. Considering specialisation and the division of labour as necessary parameters of social development, the professional group can become one of those institutions that support social order (Shalbolova et al. 2021, 593). Professionalisation is defined in three dimensions: legislative; educational and professional; and scientific, where the personnel component of professionalisation is included in the educational and professional dimension and is associated with the desire of people for professional improvement. The mechanism of professionalisation will be effective only when it meets public conditions and requests – that is, conducting a systematic personnel policy and developing a talent management system for civil servants, which would ensure the optimal rotation of personnel within the state body, forecasting the development of civil servants, planning their career, and training and monitoring the effectiveness of their work.

The subject of professionalisation of the civil service of Ukraine in the conditions of adaptation to European standards of civil servants' training and their professionalisation in the context of changes was considered by such researchers as L. Titarenko and V. Yatsenko (2019), V. Govorukha (2008), O. Girkina and V. Semenov (2012), and others. The professionalisation of the service in the context of social transformations was also studied at the level of local self-government bodies, including in studies by U. Mustafayeva (2011), M. Butko and V. Skrypka (2011), and others. Professionalisation is mainly considered by scientists as a unity of two components – professionalism and competency – and when indicating measures for the professional development of employees, attention is mostly paid to professional training.

An insufficient level of civil servants' professionalisation leads to numerous problems in the functioning of the state, which hinders its development (Kostruba and Lukianov 2019, 2036). A high level of civil servants' professionalisation allows for the effective performance of the functions and tasks of the state and ensures the necessary level of service provision by the state body.

Materials and Methods

Analysis and synthesis as general scientific methods of cognition are necessary at every stage of research and are used in both mental and practical activities. Using the method of analysis, the object of the research was divided into certain components that required separate study. The synthesis method combines parts of a whole object. The use of analysis and synthesis allows various aspects of a particular object to be studied and for it to be characterised in general, which ensures a holistic study. Induction is a method of reasoning and research in which a general conclusion is

based on individual judgments (Schramm et al. 2011, 268). Deduction is a method of reasoning by which a separate conclusion follows from general judgments. In the process of scientific cognition, methods of generalisation and abstraction are also used.

The main method of studying the mechanisms of civil service professionalisation is the structural and functional method, which can be considered the most developed method of studying socio-cultural phenomena and processes as a systemically organised integral structure, where each element has a certain functional significance. The structural and functional method examines system objects and is built based on identifying structural components in social systems and their role in relation to each other. The algorithm of the structural-functional method includes studying the structure of a system object, its elements, and their functional characteristics. It also permits analysing changes in these elements and their functions, considering the development of the system object in general, presenting the object as an integral functioning system, all elements of which support this integrity (Makhnitskaya and Shalbolova 2012, 416).

The structural and functional method aims to analyse two components – structure and functionality. Structure is the division of the object into elements that can be primary or secondary, but its characteristic feature is a direct relationship. Another component of the structural and functional research method is related to the role and purpose of these elements.

Results and Discussion

The priority on the way to the development of a new civil service system is to develop a clear concept for regulating and implementing the process of the professionalisation of the civil service as one of the most important and promising factors in the development of Ukraine. The sociological dictionary offers the following definitions for the term professionalisation: 1) the desire of some professional groups for professional excellence through the establishment of higher requirements (standards) to achieve higher social prestige; 2) the process of professional development through the purposeful development of professional knowledge, skills, and abilities; and 3) the process of professional growth of personnel, which is an integral element of personnel policy aimed at increasing their status and prestige and the development of a talent management system (Zaborovskyy et al. 2020a, 177–178). Considering the professionalisation of each civil servant, the following interpretation of this concept can be given: a set of interrelated and interdependent social institutions that ensure the establishment, identification, and development of the individual, providing them with assistance in professional self-determination and the development of professional experience (Onlanbekova and Abdrasulov 2015, 108).

An analysis of the proposed definitions allows it to be established that the mechanism of professionalisation is two-sided. On the one hand, it is a process aimed at the professional and personal development of an employee, which is controlled by external institutions. On the other hand, it is a process aimed at professional improvement and personal growth that is initiated by the employee. Researchers define the following main components of the professionalisation process: professional orientation; professional selection; professional adaptation; professional training; and the management of talents (Mustafayeva 2011, 153).

The profession of a civil servant is characterised by numerous inherent features, namely: the presence of traits that determine its essence and are inherent in other professions; the presence of a special professional culture; the presence of mechanisms of professional socialisation; and a sense of belonging to the profession (Zaborovskyy et al. 2020b, 149).

In the context of social changes, especially those related to the public administration system, it is advisable to develop strategic courses for the development of systems and mechanisms that

are important for the future development of the state. To achieve these goals, in 2018, the National Agency of Ukraine on Civil Service (NAUCS) has developed the “Strategic Plan for the Activities of the National Agency of Ukraine on Civil Service for 2019–2022”. The development of a unified comprehensive system for evaluating the effectiveness of civil servants will allow the most appropriate forms and methods for evaluating employees within each state body to be developed, the effectiveness of using working hours to be evaluated, and will help to reduce staff turnover. Currently, the most common international approach is that integral performance and efficiency indicators are used at the level of public authorities, reflecting the main social and economic parameters of their activities, which then go to the level of structural divisions, and then reach the level of individual employees. The most popular among such methods are the principles of determining Key Performance Indicators (KPIs).

The KPI system is based on the selection of the most important performance indicators that maximise the final effect. For each activity goal, performance indicators should be established – quantitative or qualitative characteristics of the activity. To achieve the most considerable business goals, the number of indicators should be limited. To assess the effectiveness of the activities of the head of a state body, it is recommended to set no more than 25 efficiency indicators; for heads of structural divisions of a state body, no more than 10 efficiency indicators; and for other civil servants, no more than efficiency 5 indicators (Ruchkin 2016, 61-62). The choice of criteria for assessing the performance of civil servants should be based on a differentiated approach to three groups of civil servants – categories “A”, “B” and “C”. Particular evaluation criteria should be developed in each individual public authority for each position. Before developing the KPIs of an individual employee, it is necessary to set the tasks that they must complete within a certain time. When tasks are set, after the specified time (month, quarter), the work performed by the employee is assessed in terms of the goals set and the result of the work performed.

As part of this work, in accordance with the job description and Regulations on the entrepreneurship administration and regulatory policy of the Department of Administrative Services (DAS) and the Consumer Market of the Kharkiv City Council (Consumer Market of KCC), key performance indicators of the head of entrepreneurship administration and regulatory policy of the DAS and the Consumer Market of KCC were developed (Table 1).

Table 1. Key performance indicators of the head of entrepreneurship administration and regulatory policy of the Department of Administrative Services and the Consumer Market of the Kharkiv City Council

Job responsibilities	Key performance indicators	KPI index
Implementation of management functions	1. The level of performance of a structural division. 2. Satisfaction of the heads of related structural divisions and the direct manager with the quality, including the time frame for interaction and preparation of materials.	100%

Implementation of programmes and activity plans	1. Completeness of implementation of development plans and programmes in the areas assigned to the head of the structural division. 2. Satisfaction with the state of entrepreneurship support infrastructure on the part of legal entities, individual entrepreneurs, and communities.	50%
Work with citizens' appeals	1. Satisfaction with the completeness and validity of the information provided. 2. Percentage of responses to requests aimed at meeting the established deadlines.	100%
Control, supervision, monitoring	1. The number of detected violations regarding which an administrative protocol has been drawn up (for example, +2% for each justified protocol on an administrative offence that was not later cancelled).	100%

To calculate the efficiency coefficient of the head of the administration office for a certain period, it is necessary to follow the system for calculating KPI indicators for civil servants (Table 2).

Table 2. KPI calculation system

Weight % (Wi)	Significance of a certain indicator, with a total value of 1.
Base (Qbi)	Acceptable minimum value of the indicator. Below the basic level – no result.
Plan (Qpi)	A desired value. An excess indicator that allows improving results.
Fact (Qfi)	Actual results of work for a certain period.

The assessment of the efficiency coefficient of a particular civil servant has two key indicators (1) – the KPI index and the efficiency coefficient, which must be calculated using the corresponding formulas. The civil servant's KPI index is calculated using the formula:

$$\frac{\text{Fact} - \text{Base}}{\text{Norm} - \text{Base}} \cdot 100\% . \quad (2)$$

The calculation of the efficiency coefficient of a civil servant is carried out using the formula:

$$\sum \frac{\text{KPI indices} \cdot \text{Weight}}{N} ,$$

where N is the number of indicators.

Thus, considering the developed key performance indicators and using calculations with certain formulas, the assessment of the efficiency coefficient of the head of entrepreneurship administration and regulatory policy of the DAS and the Consumer Market of KCC for November 2021 was conducted (Table 3).

Table 3. Assessment of the efficiency coefficient of the head of the administration office for November 2021

Key KPI indicators	Weight	Base Base level (-) or = 0	Norm Standard Level (1)	Planned level (+)	Actual level	KPI index (%)
Efficiency level of a structural division	1	80	90	100	93	130
Satisfaction of the heads of related structural divisions and the direct manager with the quality, including the time frame for interaction and preparation of materials	1	80	90	100	90	100
Completeness of implementation of development plans and programmes in the areas assigned to the head of the structural division	0.5	80	90	100	100	100
Satisfaction with the state of entrepreneurship support infrastructure on the part of legal entities, individual entrepreneurs, and communities	0.5	80	90	100	85	25
Satisfaction with the completeness and validity of the information provided	1	80	85	90	90	200
Percentage of responses to requests aimed at meeting the established deadlines	1	80	90	100	95	150
Number of detected violations in regard to which an administrative report has been drawn up	1				3	+6%
Efficiency factor						113.5

As is evident from the assessment of the indicators of the head of the administration office, their performance coefficient is 113.5, which on the recommended scale is equal to an excellent result. When developing systems for evaluating the performance of civil servants, it is advisable to rely on the following provisions:

1. to increase the objectivity of the evaluation process, the development of key indicators should include the opinions of civil servants and rely on the regulatory framework;
2. to increase the transparency of the motivation system, especially the incentive payments, it is necessary to conduct explanatory work among employees upon achieving KPIs and pilot projects;
3. individual or group effectiveness should be consistent and interrelated with the effectiveness of the state body;
4. for the comprehensive accounting of KPIs with the determination of the amount of mon-

etary remuneration, it is necessary to provide for the development of an indicator or indicators related to the results of effective execution of single and other orders.

The motivation of civil servants is one of the most important factors in their professional development, as well as the main means of ensuring optimal use of resources and mobilisation of existing human resources. An effective motivation system allows for the attraction and retention of civil servants of appropriate qualifications and encourages them to improve their professional level. To determine the motivational factors of public sector employees, it is necessary to conduct repeated comprehensive opinion polls among civil servants. It is advisable to include an assessment of the degree of employees' satisfaction with working conditions in the surveys, which is one of the factors of employee loyalty. A higher level of employee loyalty reduces the likelihood of increasing staff turnover in the state body.

The results of the survey will become the basis for identifying the degree of impact of material and non-material incentives on employees. Material incentives are provided through a certain system of remuneration. The financial allowance of a civil servant today is a monthly salary in accordance with their position, as well as various charges in rank, service record, working conditions, and other additional payments.

In turn, non-material motivation is an incentive for employees for high-quality work which in no way affects their wages or other payments. Some researchers note that despite the relatively low value of civil servant pay, "civil service systems usually provide workplace reliability and advanced programmes of additional benefits" (Rainey 2004, 17). Therewith, the dominant motives of those employed in the civil service are the guarantee of permanent work, the stability of the situation, the desire to realise themselves in professional activities, and the prospects for official growth (Zaborovskyy et al. 2020b, 150). Other scientists note that most employees whose activities are accompanied by career growth are enthusiastic about performing their official duties – that is, they are more committed to the interests of the organisation, are proud of their work, and are more hard-working (Island et al. 2013, 88–90).

The first stage of a civil servant's professionalisation indicates a high level of professional efficiency. Therewith, a young civil service specialist mostly learns the necessary knowledge, skills, and abilities for independent work, and it can take quite a long time before this employee can be at the stage of the initial development of professionalisation. In this aspect, it is advisable to use mentoring technology in the civil service. Mentoring is an effective, usually interpersonal communicative interaction which develops a young specialist due to the transfer of professional experience by a more qualified employee – a mentor (Savchuk 2016, 44). The mentor, respectively, can be a civil servant who is in the second or third stage of professionalisation.

The individual development plan for a civil servant is a document that specifies the development goals and the procedure for the particular actions necessary to achieve these goals. It is assumed that an individual professional development plan will be drawn up by a civil servant with the participation and under the guidance of their immediate supervisor according to the official regulations for a period of up to 3 years. When creating an individual development plan, it is necessary to consider key indicators that characterise a civil servant: education; presence or absence of work experience; level of knowledge, skills and abilities; and personal qualities that are important for a civil service position.

In the strategic plan of the activities of NAUCS for 2019–2022, it is indicated in the "Analysis of the current situation in the field of the activities of the Nation Agency of Ukraine on Civil Service" section that the civil service system of Ukraine has implemented individual programmes

to improve the level of civil servants' professional competence which are based on the individual training needs of employees and are compiled based on the results of an assessment of their performance (Nation Agency of Ukraine on Civil Service, 2018). The implementation of such an individual programme in practice is mainly reduced to short-term advanced training programmes for civil servants of all categories, which cannot provide the employee with the necessary level of knowledge and competencies. A civil servant's individual development plan is primarily a certain list of actions and necessary measures aimed at their professional and managerial development. This list may include the following types of activities: training, which is aimed at gaining new knowledge; measures of corresponding orientation, which are aimed at development and provide for the improvement of the employee as a professional; and professional and personal activities, which are designed to work out the current or recently acquired skills of a civil servant, as well as the development of their personal qualities necessary for effective service and work in a team, etc.

Conclusions

An effective mechanism for civil service professionalisation should be aimed at the professional development of each civil servant. When developing courses for improving the mechanism of civil service professionalisation, it is necessary to consider the following main factors: the multi-faceted nature and complexity of the process of professionalisation; the specific features of the work and status of each civil servant; the expediency of using innovations; the individual needs of employees in professional and personal development; and non-material motives in which civil servants are interested.

In the context of studying civil service professionalisation, the strategic plan of the activities of NAUCS for 2019–2022 was analysed. Within the framework of the studied subject, strategic vectors for the implementation of mechanisms for civil service professionalisation are identified and proposed, which can be introduced into the practical activities of the civil service system in the context of public changes. These are the following: improving the forms and methods of evaluating civil servants and the effectiveness of using working hours (in the example of the KPI assessment system); increasing the motivation of civil servants (material and non-material); implementing the principle of cooperation between experienced and young employees (mentoring); and developing the individual plans of civil servants as one of the main stages in the development of a talent management system in the civil service of Ukraine.

The recommended methods and forms of improving the system of civil servants' professional and personal development can be used both separately and simultaneously. The established vectors of further strategic development of the mechanism of civil service professionalisation require more detailed attention from scientists in each of these areas. Therewith, it is important to study in detail all the positive and negative aspects of the selected vector, identify possible risks, and conduct appropriate pilot projects.

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VALSTYBĖS TARNYBOS PROFESIONALIZAVIMO MECHANIZMŲ ĮGYVENDINIMO STRATEGINIAI VEKTORIAI SOCIALINIŲ POKYČIŲ KONTEKSTE

Anotacija. Straipsnio tikslas – nustatyti strateginius valstybės tarnybos profesionalizavimo mechanizmų įgyvendinimo vektorius socialinių pokyčių kontekste. Pagrindiniai problemos tyrimo metodai yra struktūrinis ir funkcinis: nagrinėjant tyrimo objekto struktūrą ir funkcionalumą, vis-apsiškai apsvarstomas ir įvertinamas valstybės tarnybos profesionalizavimo mechanizmas. Taip pat straipsnyje taikomi bendrieji mokslo žinių metodai: analizė ir sintezė, nepilna indukcija ir dedukcija, apibendrinimas ir abstrakcija. Tyrime analizuojami termino „profesionalizavimas“ apibrėžimai, taip pat buvo nustatyti veiksniai, į kuriuos reikėtų atsižvelgti kuriant naują valstybės tarnybos profesionalizavimo ar modernizavimo mechanizmą visuomenės pokyčių kontekste. Be to, autoriai nagrinėjo Ukrainos nacionalinės valstybės tarnybos agentūros veiklos strateginį 2019–2022 metų planą, įvardijo pagrindinius valstybės tarnybos profesionalizacijos studijų privalumus ir trūkumus. Galiausiai pasiūlyti strateginiai valstybės tarnybos profesionalizavimo mechanizmų įgyvendinimo vektoriai, kurie gali teigiamai paveikti ir visuomenės raidą.

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