

YDK 351.82:351.84 (4 – 17)+(4 – 11)

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The publication is financed by the Department of Spatial Management, Institute of Socio-Economic Geography and Spatial Management of Adam Mickewicz University, Poznan and the Lviv Regional Institute of Public Administration of the National Academy of Public Administration of the National Academy of Public Administration Office of the President of Ukraine. Any replication or distribution without the official permission of the Institute of Socio-Economic Geography Spatial Management of Adam Mickewicz University, Poznan and the Lviv Regional Institute of Public Administration of the National Academy of Public Administration of the National Academy of Public Administration Office of the President of Ukraine is prohibited

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The scientific and practical approaches, different points of view and the results of scientific and practical researches concerning public administration and public service and local government effectiveness are given, economic and historical aspects of state formation and the issue of health care system were considered.

It's aimed at public administration, local government, public organization officers, scientific workers, students, all people who are interested in public service, public administration and local government problems.

E 18 Economic, Social and Administrative Changes in Central and Eastern European Countries / ed. By Myron Lesechko, Cesary Madry ; Lviv Regional Institute of Public Administration of the National Academy of Public Administration of the National Academy of Public Administration Office of the President of Ukraine ; Adam Mickewicz University, Poznan, Institute of Socio-Economic Geography and Spatial Management, Department of Spatial Management. – Lviv : LRIPA NAPA, 2009. – 208 p.

ISBN 978-966-8687-64-8

The publication is recommended by the Scientific Council of the LRIPA NADA
(Minutes № 10/38, 03.11.2009)

YDK 351.82:351.84 (4 – 17)+(4 – 11)

By Authors, 2009

Lviv Regional Institute of Public Administration of the National Academy of Public Administration of the National Academy of Public Administration Office of the President of Ukraine, 2009

Adam Mickewicz University, Poznan, Institute of Socio-Economic Geography and Spatial Management, Department of Spatial Management, 2009

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THE CIVIL SERVANTS' PROFESSIONAL MOBILITY STRUCTURE

Considerable development of the country's governance can't be achieved only through improvement of legal and regulatory basis or allocating great funds to material and technical development of civil service and government machinery in general. We believe that, the main objective in this direction is to achieve perfect performance and professionalization of civil servants. In our opinion, it can be implemented through combining interests in the civil servants' professional growth of the both sides – a civil servant and the country. Thus, personality focused approach to a civil servant's career planning and development should be combined with the mission and objectives of the government bodies.

Nowadays there is not much scientific research done in the field of civil servants' professionalization from the point of view of the civil servants' professional mobility (further mentioned as PM). In this respect, we should mention scientific works by such Ukrainian scholars as V. Voronkova, E. Sayfutdinova, N. Kovalysko, S. Khadzhiradeva, O. Husak. Professional mobility issues were also considered by M. Mel'nik, O. Obolenskiy, V. Soroka, V. Malinovskiy. Some elements of the PM structure, which we are dealing with, were given some regard by I. Maslykova, A. Shoma, O Lasiychuk, Zh. Talanova. PM issue is more popular in Russia and many more scientists deal with it there. And L. Goryunova, S. Nuzhnova, A. Tatarnykova, N. Sydorova, S. Kuhel are among them. But it should be mentioned that their research of PM issue is very often done in combination with other kinds of mobility such as social, social and cultural, cultural, academic. This way of investigating the problem doesn't often give positive effect in studying professional mobility itself.

The main idea of the article is to analyze PM as a phenomenon, levels of its interpretation; to determine PM types and structure. The idea of the article shapes its aim and sets clear problems.

Under the civil servant's PM we mean the phenomenon of a civil servant's mobility; ability to quick adaptation (adaptation activity), ability to his/her status and social category change; readiness to productive self-development and required professional flexibility. Abilities of an individual are to get new knowledge (professional mainly), skills and

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habits; ability to quick change in state, status, social category; ability to pattern his/her behaviour on the situation, ability to self-control, to self-organization, ability to find new forms of activity (adaptation mobility). PM is characteristic for the personality who has both need and some potential for self-realization in a certain professional environment.

Giving quite wide interpretation of PM, we will cite a narrow one given by S. Khadzhiradeva (Хаджирадева 2005, p. 54). The latter interpretation is connected with direct rapid performance of certain professional duties by the specialist. PM is considered both in *personality* and *group* dimensions and it concerns either the change of position, place taken in professional structure by a person or a group of persons or the persons' transition from certain professional groups to another ones. It is necessary to consider PM in civil service both *inside the structure* and beyond it (inter-professional kind of PM). Such kinds of PM as *vertical* (movement along professional and qualification structure) and *horizontal* (social shifts without qualitative professional or

qualification change), or *inter-professional* PM (churn rate) are mentioned more often in scientific literature, including foreign scientific investigations (Davis 1970, p. 11-12; Dressler 1969, p. 397; Bassis 1991, p. 230-235; Zanden, Wilfrid 1986, p. 191-192).

In the context of PM studies we suggest to distinguish among the person's *potential (initial)* PM and the *acquired (actual)* one within the limits of institutional constituent of civil service. PM can be called the *career indicator, career quality with a civil servant being its carrier*. A professionally mobile employee is able to develop mobile qualities not only under the conditions of possessing certain professional interests, intentions, aims and calling, education and other personal characteristics (e.g. internal motivation, correspondent interests, intentions, personal orientation, qualification level) (substructure 2). In considerable extent the personnel PM is determined by the presence of favourable professional environment with the set of certain functions in the staff development (substructure 1). It is the system of staff support and working with it, the civil servants' motivation, adaptation, training, activation, objective appraisal and selection, scientific approach to the work with the personnel, the system of continuous professional training (education). Professional environment must create favourable conditions for promotion, must use incentives which together would produce objective and stable preconditions for

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the staff's PM support and development during the service period. Relatively favourable professional environment must provide the following conditions: a civil servant's status stability, its protection from the experiences of willful effects (political interference, groundless dismissals, demotions, reprimands etc.), possibility of professional growth on the base of personal professional achievements, establishment of professional culture requirements (high standards) and their execution control, correspondent salary, privileges, social and legal protection. These norms must be clearly regulated by the civil service legal basis.

The types of promotion in civil service depend on both internal and external factors of the service. Occupational choice of a person should be based on the realistic estimation of his/her personal qualities, abilities and interests. Besides, the person should take into account professional, social and economic conditions and tendencies of social development while introducing this sum of knowledge into personal «I- concept», «I-education», «I-expert» concepts. It contributes to further stable and effective promotion. *Occupational satisfaction*, conditioned by prospective correspondence of individual structure of expectations and conditions of activity, encourages a person's long-term readiness to continue with his/her career. This correspondence may also cause readiness to personal change under the affect of some negative factors such as the lack of promotion prospects, subjectivity in performance appraisal, unsatisfied expectations for life-long education, in-service training, unfriendly atmosphere in the team, incentives deficiency, etc. Negative readiness to changes increases the risk of person's resignation and change of occupation. Thus, this stirs up a person's inter-professional PM. The employees who have low educational and qualification level (the lowest strata) are inclined to change their occupation. While, those ones with high educational and qualification level (the highest strata) are inclined to change the zone of employment within the occupation.

In civil service conditions *active* and *passive* PM should be distinguished. And it depends on the fact whether the employee gives up the job (or keeps in play) of

his/her own accord or was discharged by the higher-ups. Other types of mobility should also be distinguished. Generalized PM of a civil servant as a phenomenon is classified according to the types as it is shown in Table 1.

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Table 1.

	PM Type	Classification principle
1.	Initial (potential)	Occupational choice of education (higher school), content of professional interests
2.	Acquired (actual)	Choice of professional orientation within the limits of a certain professional activities and professional interests development
3.	Active –passive	According to the person’s activities
4.	On the planned basis (reorganization, redundancy) or of one’s own accord	Because of the professional orientation change
5.	Horizontal	According to the occupational and qualification structure
6.	Vertical	According to the occupational and qualification structure
7.	Horizontal – vertical (mixed)	According to the occupational and qualification structure
8.	Bottom – up / top – down	According to the occupational and qualification structure
9.	With the change or without change of occupational profile: adjacent (related, distant, rather faraway)	According to variability, stage of organic (genetic) relationship between the previous and a new professional activities
10.	Primary – derived	According to the change of primary employment or secondary employment
11.	Of equal complexity; less complex, more complex	According to the performance complexity of a new job in comparison with the previous one
12.	For filling vacancies; promotion (career development); rotation	According to organizational spheres of influence
13.	Age-related	According to the employees’ age
14.	Gender – related	According to the employee’ gender
15.	Inter-professional mobility	According to the relocation between occupational groups

In our opinion, scientific investigation of PM in civil service is of both scientific and practical value from the point of view of planning, determination of personality’s professional development directions and content.

Having made structuralized analysis of the notion of «professional mobility», we came to the conclusion that it acted as a system defined phenomenon. Besides, it takes into account *objective characteristic* of the staff’s professional development (cadres policy, regulatory and legal conditions and requirements to the employee’s performance, to the

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system of work with personnel, to the system of performance appraisal, to the content of professional education and training) as well as a subjective one (employee’s personal value scale and competence). We interpret PM as the structure, which serves as a basis of the mobility management model (in combination with the procedures of

selection, continuous appraisal, enlistment into the cadre reserve, in-service training, system of professional training). A civil servant's PM management model can act as an improvement technology, technology of a civil servant's individual PM development. Our determining the main levels of the «professional mobility» notion serves as the grounds for the above-mentioned conclusion.

1. As a quality characteristic of a personality

PM acts as an important integrated quality of a personality with its own distinctive feature such as aptitude for personality changes. It is characteristic of a person in a varying degree (subjective factor). This quality has been evolved in a person since childhood and can be developed further or be deformed or even can vanish under certain circumstances. Some researchers write that «shaping of the management personnel readiness for decision-making in conditions of increasing freedom of activity gains in great importance» (Гаман 2006, p. 261 ; Філіпова 2005, p. 76). In this case, readiness for profession is not limited only by decision-making, but covers some wider range of a person's skills, habits and knowledge areas, and namely the competency qualities, the state of the employee's value and motivation basis, psycho-emotional sphere. In most cases, it concerns «diagnostics of the person's own abilities as for career» (Нинюк 2003, p. 561). Another important aspect is social mobility. It is developed through a personality's promotion in close connection with professional mobility and other mobility types such as social and cultural, cultural and academic ones.

In civil service the following fundamental procedures should be applied regarding activity of the professionally mobile civil servants: 1. creating conditions to attract potentially mobile people in the professional sense; 2. creating conditions for PM development and support in civil service (professional: motivation, adaptation, activation, brining up, training, etc); 3. providing integrated criterion for skills appraisal and for determining the ways for further professional development of the employee while holding his/her present position. Actually, the scholars focus attention on a civil servant's personal responsibility for his/her performance and discipline (Мельник 2002, p.123).

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2. As a process of individual and group professionalization of personnel

PM acts as the integrated indicator, as the synthetic measurement of a civil servant's professionalization process as well as the sign, feature of his/her career. Person's social mobility is stressed here. In the PM structure all requirements to a civil servant's expertise can be taken into account not in statics but regarding his/her prior to professional training, professional training itself, standards of its development, corresponding requirements to personality characteristics set by profession. The state cadres policy must be developed on the basis of the *continuous* (my publication – I.Sh.) analysis of professional and intellectual potential of the personnel; the state of work with the personnel and true prospects of this process development (Медвідь 2005, p.11). Besides, the criterion of professional development standards, the so called «achievement degree» criterion (Оболенський 2003, p. 268) will contribute to the estimation of the person's managerial potential and its effectiveness, to the estimation of the process of the managerial staff improvement or degradation/deformation itself.

Personal abilities to professionalization, the employee's individual stages of promotion will be taken into account by the criterion. Being the career sign, PM is a system indicator of numerous qualitative indices of the civil service staff professionalization.

3. As a result of an employee's activities

PM can act as the integrated complex result, as the outcome of professional development process (individual, group) for the certain time period. From this point of view, a professionally mobile civil servant is the result of his/her personal competent and values-motivation factors mutual influence (subjective factor) on the one hand and the result of the effect of cadres policy at work and corresponding systems such as adaptation, motivation, activation, bringing up, continuous professional training, etc. on the personality's rate and directions of development (objective factor) on the other hand. Being the sign of employee's career, PM allows not only to get an employee's performance appraisal itself from the point of view of its effectiveness, but it can also evaluate the employee's individual conditions of his/her abilities realization. Namely, it can determine quality of the professional environment (the quality of the regulatory

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and legal support of the cadres policy) and the ways of its improvement.

4. As the evaluation criterion of the employee's performance effectiveness

As a quality, PM can act not only as a result, but also as a system of criteria for evaluating the professional development effectiveness to estimate the employees' skills level before joining the service and during the service period (certifications, qualifying tests, selection for enlistment in the cadres reserve, rotations, in-service training, and further training). Speaking of the criteria for appraisal of the state machinery effectiveness, O. Obolenskiy fairly speaks of the criteria being harmonious (Оболеньский 2003, p. 267).

Taking into account the abovementioned PM levels comprehension, PM appears to be the scientifically elaborated model of a civil servant's competency and professionalism, the core of the civil service personnel selection and support as well as the system of professional training in civil service. PM can be called the concentrated represented model of an expert's main professional and personal characteristics summation and the required functions of professional environment, which are responsible for the personnel PM development. The model provides development of individual (subjective) requirements to the employee during the whole period of his/her professional development in the certain (existing objectively) professional environment. It contains personnel appraisal criteria and shows the ways of the employees' professionalism development. «Management loses its scientifically grounded character and can not be effective without the research of objectively existing, stable, required interrelations, its processes and phenomena» (Луговий 2005, p.8). The main condition and result of professional development is a manager, an expert.

Thus, the fundamental distinction in the classification of all PM elements enables us to separate objective and subjective factors of PM as a systemic, complicated and to consider wide process of their interaction. It should be stressed that PM elements may act either as the certain process of professional environment, as its function, or as the qualitative characteristic of the individual.

Under the *structure* we mean totality of stable connections of the object which provides its integrity and self-identity, namely, preservation

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of the basic qualities and features in conditions of various internal and external changes. From this point of view, PM structure can be treated as a system. *Sub-systems* are such parts of the system, which are composed of elements (components) themselves. And the elements are simple compound systems, division points within a whole given quality. They are indivisible elementary carriers of the quality, which is peculiar to the definite process.

Figure 1. Environment (processes), in which professional mobility of a civil servant (professional mobility objective factors) is formed.

Sub-system 1

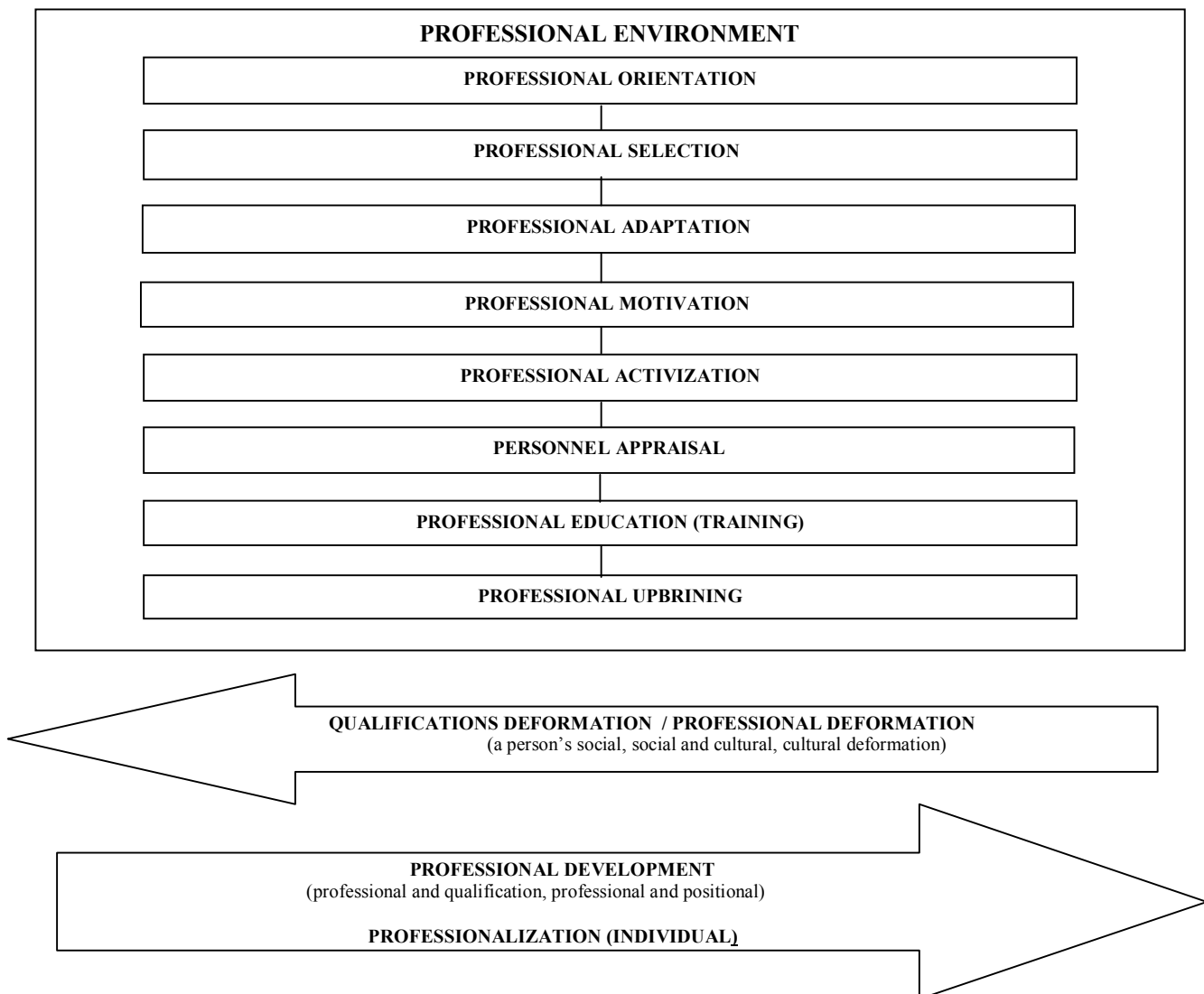
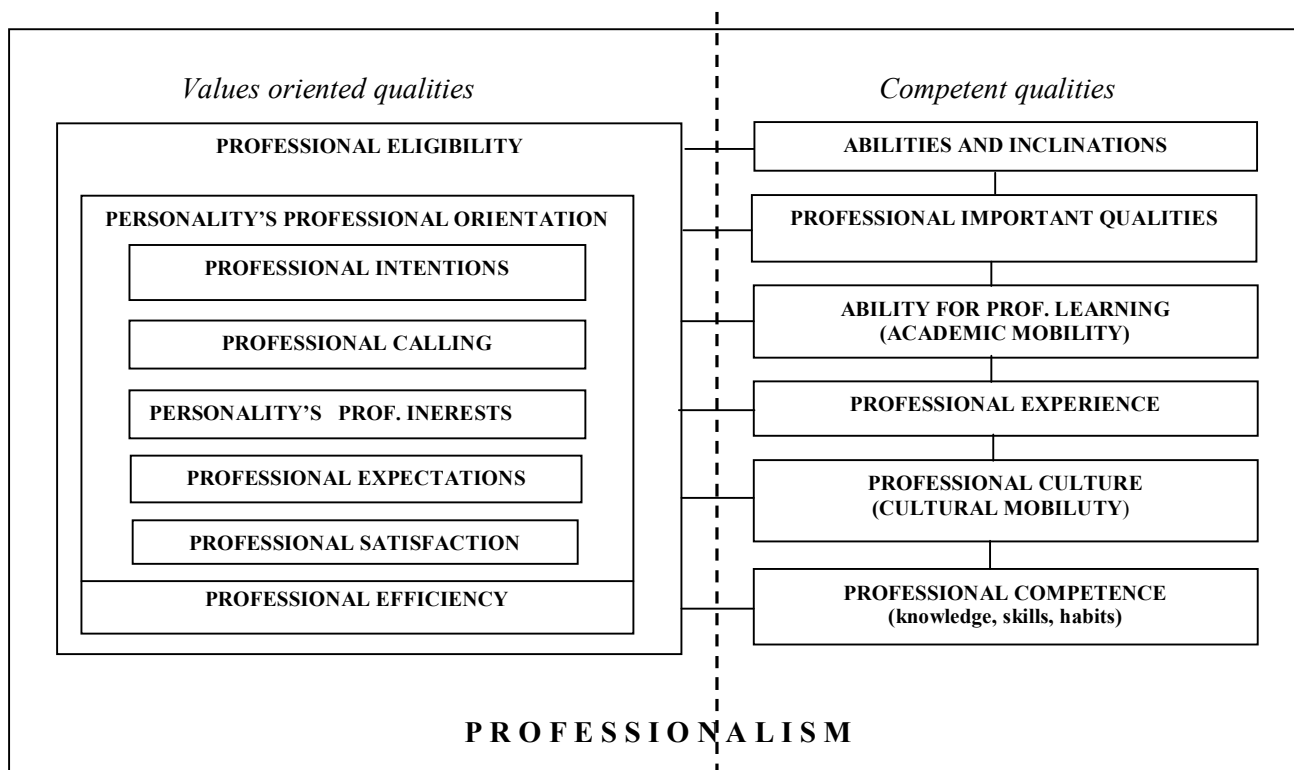


Figure 2. The qualities, which develop person's internal needs in professional mobility (subjective factors of professional mobility)

Sub-system 2



Thus, a civil servant's PM structure is an attempt of a system approach to the definition of the main point of the process of public administration personnel professionalization itself and to the structure of professional development. It is the basis for the corresponding model of a civil servant's (including top managers) PM management creation. PM structure gives the idea of the civil service professional environment composition. It also creates awareness of which personal qualities and application of which functions of personnel development and management can be used by the professional environment to influence the process of personnel professionalization. The two sub-systems, singled out by us, manifest subject-object connections in the process of the personnel professionalization. They are constantly influencing one another and they are dialectically connected.

From the point of view of the problem further investigation, the important points are the following: possible improvement of the suggested PM structure, analysis of empirical data, which are received through diagnostics of professionally important and professionally mobile employees' qualities, research techniques testing and clear recommendations elaboration for the civil servants in order to provide their effective, individual professionalism development. Taking efforts

in such directions can be rather vital: doing the research of diagnostics and formation of the professional deformation mechanism, looking for the ways of the latter's interaction with PM structure elements, taking clear steps in elaborating the

ways to create favorable professional environment in civil service for strengthening personality focused planning of employees' promotion, to update continuous professional training of civil servants.

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