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COMPREHENSIVE SYSTEM OF PROFESSIONAL AND PERSONAL DEVELOPMENT OF CIVIL SERVANTS OF CATEGORIES B AND C, AS ONE OF THE KEY ASPECT FOR THE EFFECTIVE PUBLIC ADMINISTRATION POLICY FORMATION ON THE BASIS OF EUROPEAN STANDARDS IMPLEMENTATION

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КОМПЛЕКСНА СИСТЕМА ПРОФЕСІЙНОГО ТА ОСОБИСТІСНОГО РОЗВИТКУ ДЕРЖАВНИХ
СЛУЖБОВЦІВ КАТЕГОРІЙ Б ТА В, ЯК ОСНОВА ФОРМУВАННЯ ЕФЕКТИВНОЇ
ПОЛІТИКИ ДЕРЖАВНОГО УПРАВЛІННЯ НА ЗАСАДАХ ВПРОВАДЖЕННЯ
ЄВРОПЕЙСЬКИХ СТАНДАРТІВ

A comprehensive system of professional and personal development of civil servants of categories B and C is proposed, which includes: methods of evaluating the effectiveness of civil servants, which will ensure maximum transparency, impartiality and optimize the time of evaluation and processing of results; a model of behavioral analysis of civil servants that will enhance the theoretical significance of basic research for understanding the behavior of civil servants. The comprehensive system provides for the specification of career development measures for individual civil servants, which will motivate professional and personal development. The results of the study led to a revision of the human resources management system, in particular in the civil service, which will be based on the principles of European standards.

The model of behavioral analysis of civil servants includes seven evaluation indicators and three adjustment coefficients used to establish the index of civil servants personal qualities. Based on the proposed methodology, the priority of types of intangible motives for certain age groups was established by conducting a survey. The proposed methodology for researching of the intangible

motivation priority and the interviewing novice civil servants system, will largely identify elements of unethical behavior and minimize corruption risks. It is established that the application of behavioral analysis has theoretical and applied significance. The results of theoretical and empirical research of theories of behavioral analysis made it possible to apply it practice of civil service.

Based on the results of the study, it is proposed to the National Agency of Ukraine for Civil Service, public authorities, regional state administrations, regional councils, village, settlement, city councils use the theoretical and methodological provisions suggested by the author in the development of regulations adopted by a civil servant, his career advancement, professional and personal development, optimization of personnel, procedures for evaluating work and behavior, planning a training program, etc.

У статті авторкою запропоновано комплексну систему професійного та особистісного розвитку державних службовців категорій Б та В, яка включає методику оцінювання ефективності роботи та модель поведінкового аналізу державних службовців. Запропонована методика сприятиме подальшому формуванню оптимальної системи оцінювання ефективності державного управління з урахуванням європейського досвіду і традицій, що історично склалися, а також створенню інституційних засад для формування ефективної політики державного управління відповідно до сучасних економічних реалій і потреб суспільства на засадах впровадження європейських стандартів.

Модель поведінкового аналізу державних службовців, включає сім оціночних показників та три коригуючих коефіцієнти, використовуваних для встановлення індексу особистісних якостей державного службовця. На основі запропонованої методики шляхом проведення опитування було встановлено пріоритетність видів нематеріальних мотивів для окремих вікових груп. Запропонована методика дослідження пріоритетності нематеріального мотивування та система опитування державних службовців-початківців, значною мірою дозволить вчасно виявити елементи неетичної поведінки і забезпечити мінімізацію корупційних ризиків. Установлено, що застосування поведінкового аналізу має теоретичне і прикладне значення. Результати теоретико-емпіричного дослідження теорій поведінкового аналізу дали можливість застосувати його у практичній діяльності державних службовців.

На підставі результатів дослідження пропонується Національному агенству з питань державної служби, органам державної влади, обласним державним адміністраціям, обласним радам, сільським, селищним, міським радам та ін. використовувати розроблені автором теоретичні та методичні положення при розробці нормативних документів, прийняті державного службовця на посаду, його професійного та особистісного розвитку і просуванні кар'єрною драбиною, оптимізації особового складу, процедурі оцінювання роботи та поведінки, плануванні програми підвищення кваліфікації тощо.

Key words: complex system, work efficiency, behavioral analysis, professional and personal development, civil servant.

Ключові слова: комплексна ситема, ефективність роботи, поведінковий аналіз, професійний та особистісний розвиток, державний службовець.

PROBLEM STATEMENT

Ukraine is at the stage of deep reforms, as today there is an urgent need to solve many problematic situations in the political, social, economic and cultural spheres. The state seeks to implement radical worldview changes, the main purpose of which is to build strong cooperation between citizens and public administration. Ukraine, like most UN member states, has joined the global process of sustainable development, which has led to the goals and objectives of "ensuring com-

prehensive and equitable quality education and promoting lifelong learning for all" [1]. Ukraine has chosen the European vector of development, and hence the movement towards the model of European civilization, which requires a difficult path to a society of new quality.

Today's global challenges require the construction and organization of a highly qualified civil service institution, ensuring its efficiency through the professionalism of staff capable of high-level deve-

lopment and policy-making, prompt decision-making taking into account European and Euro-Atlantic integration, taking into account existing legislative, resource constraints, assessing the political, social, economic and environmental consequences of solutions.

Thus, the study of current trends in the management of professional and personal development of civil servants and, accordingly, improving the system of their professional training is becoming increasingly important.

ANALYSIS OF RECENT RESEARCH AND PUBLICATIONS

Problems of professional and personal development of civil servants have long been widespread in domestic research, including issues related to the development of effective personnel policy, improving staffing of public administration, improving the system of training, retraining and advanced training of civil servants. These issues occupy an important place in the research of the following scientists: Bila L.R., Oluiko V.M., Leonov O.L., Gusak I.V. etc. [2; 3; 4; 5, pp. 53—58] For example, I. Surai analyzes the directions of the functional competence approach application in the formation of political and managerial elite [6, pp. 93—101].

The problem of the efficiency of the civil service has been studied by such foreign scholars as E. Newmayer [7, pp. 920—930], I. Loffler [8], W. Newgent [9] and domestic D. Pavlov [10, pp. 217—233], V. Tkachova [11, pp. 30—37], N. Nizhnik [12, pp. 6-11], V. Salamatov [13, pp. 82—89], B. Gavrilishin [14] and others.

Experimental analysis of the behavior of civil servants by determining the type of intangible motives was studied in the works of Malimon L. [15]. Behavioral approach to leadership in the civil service is revealed in the work of Litvinovsky E. and Litvinovska I. [16].

The problem of ensuring the activation of professional and personal development of civil servants is still not deeply studied by scientists, and the requirements for competence and professionalism of civil servants are changing and growing along with public reforms and therefore there is a need for more in-depth research.

The purpose of the article is to develop a comprehensive system of professional and personal development of civil servants of categories B and C, to propose measures for career growth of individual civil servants, which will motivate professional and personal development.

THE MAIN MATERIAL

Civil servants are the main human resource of the national system of public administration. The basic ideas and approaches to the civil service and civil servants as human capital are universal, despite the fact that the nature of the civil service varies depending on the political system of the country. Despite the fact that the national systems of countries retain their basic features and characteristics, today there is a trend

towards a common European model of public administration, which aims to move from authoritarianism to decentralization and independence of power. This unity is due to the historical commonality, similarity of development processes and the peculiarity of large-scale integration processes.

The level of efficiency of the civil service system is a key advantage of the modern state in the international arena. However, the issue of civil servants effectiveness evaluating is extremely important and relevant. According to the results of the analysis, in most cases of the staff work evaluation quality takes place: formalism, misunderstanding of the evaluation procedure, as well as lack of awareness of the importance of this process for staff professional and personal development. Therefore, it is not possible to expect a high level of efficiency in their implementation. The proposed advanced comprehensive methodology will serve not only as a way to assess the effectiveness of civil servants of categories B and C, but also contribute to the development of human resources, the formation of a strong and capable apparatus of public administration, professional, politically neutral and authoritative civil service.

According to the existing methodological recommendations, resolutions and orders, the evaluation of the efficiency of civil servants should be conducted once a year. Evaluation participants: civil servant, manager, appointee, personnel management service. Moreover, the tasks and key performance indicators for category B and C civil servants are recommended to be developed taking into account the form specified in Annex 7 to the Resolution of the Cabinet of Ministers of Ukraine of July 10, 2019 № 591 (Cabinet of Ministers of Ukraine, 2019c). However, the appendix does not specify these indicators. They are recommended to be developed independently by managers with the participation of civil servants who are being evaluated. The personnel management service carries out organizational and advisory work during the evaluation.

This evaluation system is not perfect because:

- it takes a lot of time that could be spent more efficiently;

- not all key performance indicators of civil servants, which, incidentally, are determined by his head individually and may differ significantly in different regions, are measured in quantitative terms — in practice, most are rated "completed" or "failed", sometimes — "excellent", "positive" or "negative", which also reflects the results of the civil servant's activities quite vaguely. In addition, the difference between 3 and 4 points is very controversial in practice, as there are de facto types of work of civil servants that do not involve making suggestions for improvement in existing documents;

- the evaluation interview introduces an element of subjectivity and does not always reflect the real state of affairs;

- most civil servants do not understand the difference between the concepts of "effectiveness" and "efficiency";

Table 1. Recommended performance criteria for technical performers and specialists

Criterion of efficiency	Individual assessment (maximum - 50 points)	Evaluation by the head (maximum - 50 points)
Quality of performance of tasks	10	10
Timeliness and efficiency of tasks	10	10
Labor intensity, rational use of working time	10	10
Independence in performing tasks	5	5
Use of innovations in work	5	5
Adherence to professional ethics	5	5
Execution of additional tasks (in case of absence of another employee), advanced training, internship	5	5

Note: Compiled by the author on the basis of [17].

Table 2. Recommended criteria for the effectiveness of managers

Criterion of efficiency	Individual assessment (maximum - 50 points)	Evaluation by the head (maximum - 50 points)
Quality control of tasks	5	5
Timeliness and efficiency of publication and control over the implementation of tasks	5	5
Labor intensity	5	5
Use of innovations in work	10	10
Providing suggestions for optimizing the work of subordinates and the unit as a whole	10	10
Additional responsibilities, training, internships	5	5
Adherence to professional ethics	10	10

Note: Compiled by the author on the basis of [17].

— the results cannot be translated into the plane of the European of the civil service efficiency evaluation for determining the InCiSE index.

The proposed improvement is based on the most important functions and attributes of the civil service, which are used to calculate the International Civil Service Effectiveness Index, which was developed in 2017 with the assistance of Oxford University, the Institute of Government and Public Service of the United Kingdom, Open Society Foundation [17].

In addition, despite the large number of sectoral and functional specializations of structural units and individual positions, work in a public service makes a number of requirements for general basic training, IQ, behavior ethics, business qualities and specific public mentality of employees. In developed countries, this is stipulated in the mandatory requirements for citizens who can apply for the position of civil servant of a certain category.

In order to unify the key criteria for the effectiveness of all civil servants of categories B and C, it is necessary to divide the nature of work into technical performers, specialists and managers. Each of them should be assigned key performance indicators — ie how effectively the goals are achieved in the performance of tasks (Tabl. 1 and Tabl. 2).

The improved assessment methodology is as follows:

1. At the end of each quarter, the employee and the immediate supervisor fill in a table in which the

average scores of performance criteria for all tasks are set.

2. At the end of the year, all 4 tables for quarters are reduced by the personnel management department to a single table. The results of individual and managerial evaluation of performance indicators are summed up for each quarter, and for the year are calculated on the principle of arithmetic mean.

3. Based on the results of the annual evaluation, an order is issued, a copy of which is kept in the personal file of the employee. In addition, a decision is made on the possibility of setting allowances and surcharges and further evaluation to decide whether to make a contribution to the personnel reserve or advance in the career ladder [18].

Thus, the improved methodology for assessing of civil servants effectiveness of categories B and C will ensure maximum transparency and impartiality of the procedure, reduce the time spent by 40—50% and bring Ukraine as close as possible to European standards in this area. In addition, our improved system will provide an opportunity to highlight the basic competencies and professionally necessary qualities of modern for clearly defined categories of civil servants.

However, in order to perform his / her professional duties, a civil servant must not only possess professional knowledge, but also have a certain set of behavioral traits and personal qualities necessary for carrying out

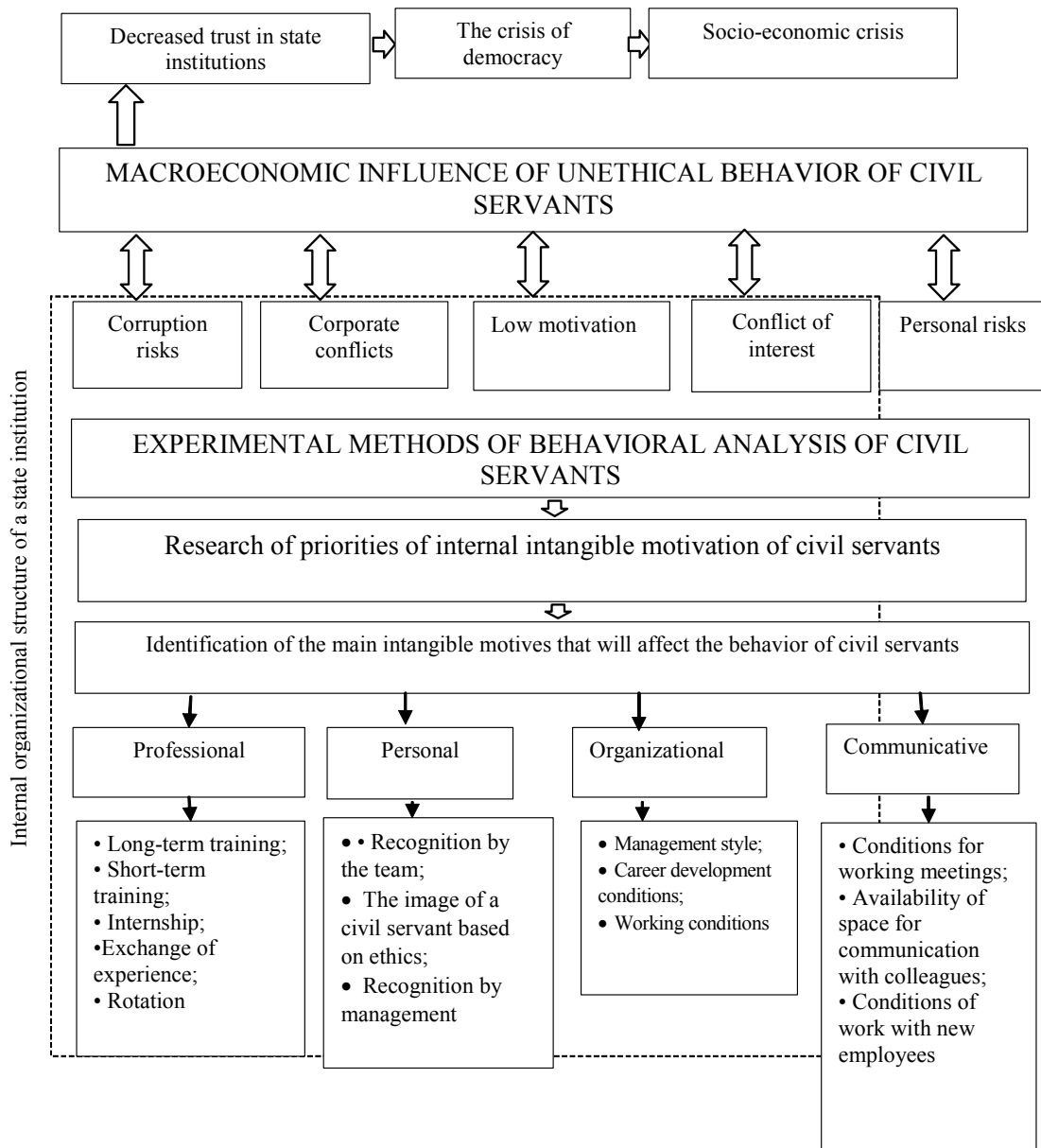


Fig. 1. Model for determining the type of intangible motives that will affect the behavior of civil servants

Note: improved and formed by the author on the basis of [23; 24].

professional activities. The behavior of civil servants and local government officials should ensure public confidence in the civil service and service in local government [19].

The behavior of civil servants and local self-government officials is based on the principles of civil service and service in local self-government bodies defined by the Laws of Ukraine "On Civil Service" [20]. And "On Service in Local Self-Government Bodies" [21], as well as general requirements for the conduct of these persons, defined by the Law of Ukraine "On Prevention of Corruption" [22]. Compliance with all these rules and requirements by civil servants is directly related to the level of efficiency of their work.

The result of the empirical study was to build a model for determining the type of intangible motives, which forms

the basis for civil servants behavioral analysis and includes experimental analysis of their behavior by setting priorities for different age groups. Fig. 1 presents a model of using the experimental method of behavioral analysis, used to determine the impact on the behavior of civil servants of intangible motivation.

This model of application of the experimental method of behavioral analysis of civil servants was implemented by including it in the survey through Google Forms and aimed at periodic internal audit to identify priorities among the proposed intangible motives by major groups and in certain areas with age structure of civil servants.

To develop a model of behavioral analysis, all civil servants of categories B and C should be assigned key indicators of behavioral analysis (Table 3). However, we propose to introduce a formula that would include

Table 3. A model of behavioral analysis of civil servants

Legend	Behavioral analysis indicator	Individual assessment (maximum - 50 points)	Evaluation by the head (maximum - 50 points)
K1	1) respect for the dignity of others;	10	10
K2	2) courtesy and adherence to a high culture of communication;	10	10
K3	3) friendliness and prevention of conflicts in relations with citizens;	10	10
K4	4) prevention, including outside the civil service, of actions and deeds that may harm the interests of the civil service or adversely affect the reputation of a civil servant.	5	5
K5	5). honesty, competence, efficiency, responsibility and impartiality in the performance of their official duties, initiative, as well as avoidance of evasion of decision-making and responsibility for their actions and decisions.	5	5
K6	6). improving their skills, knowledge and abilities in accordance with the functions and tasks of the position, improving the professional and cultural level,	5	5
K7	7). Execution of additional tasks (in case of absence of another employee), advanced training, internship	5	5
Adjustment factors			
P1	Coefficient of taking into account complaints about the work of public authorities	0 complaints 1 complaint proving violation / incompetence of CS -0.8 2 complaints proving violation / incompetence of CS - 0.75	0 complaints 1 complaint proving violation / incompetence of PS -0.8 2 complaints proving violation / incompetence of PS - 0.75
P2	Existence of cases of disciplinary violations	no -1 was, but the guilt of the commission is not proved - 0.95 disciplinary sanctions: remarks -0.8 warning of incomplete compliance - 0.7	no -1 was, but the guilt of the commission is not proved -0.95 disciplinary sanctions: remarks -0.8 warning of incomplete compliance - 0.7
P3	Presence of intra-corporate conflicts / complaints of work colleagues		no -1 complaints of 3 colleagues -0.85 complaints of 3-5 colleagues -0.8 complaints of 6-7 colleagues - 0.7 More complaints require an internal investigation
Calculation formula:		$R = (\sum_i K_i) \times P1 \times P2 \times P3$ (3.1)	
The maximum number of points for evaluation according to two criteria R		100	
The value of the index of personal qualities of a civil servant			
Range of points	Description		
90-100 points	High quality of professional ethics, which should be taken into account when considering different types of material and material motivation, as well as when making recommendations for changing the rank or position		
80-89 points	Sufficient quality of professional ethics, and it is necessary to motivate by intangible methods		
70-79 points	Average quality of professional ethics, which requires a more detailed analysis of the behavior of civil servants by conducting additional questionnaires and interviews		
60-69 points	Low quality of professional ethics, which requires a more detailed analysis of the behavior of civil servants by conducting interviews about the possibility of disciplinary investigation		

Note: Compiled by the author on the basis of fig. 1.

corrective factors based on illegal actions of civil servants, based on a survey of 10 experts on the most common cases of deviations from the rules of conduct (experts included: 3 doctors of public administration, 2 employees — civil servants of category B of the personnel management service, 3 employees — civil servants of category B, 2 employees of the personnel management service of the state body).

Thus, it was found that the use of the proposed model will allow quickly and efficiently find those candidates who are best suited for a particular job. In turn, this will lead to a reduction in corruption risks, staff turnover, as well as saving a significant amount of time for recruitment (25).

Based on the proposed methods, a comprehensive system of professional and personal development of civil servants of categories B and C has been developed, which includes performance indicators, ie how effectively the set goals are achieved in performing tasks (result of professional development), as well as indicators of behavioral analysis and ethics (result of personal development) (Fig. 2).

CONCLUSIONS

A comprehensive system of professional and personal development of civil servants of categories B and C has been developed, which includes a methodology for assessing the effectiveness of work and a model of

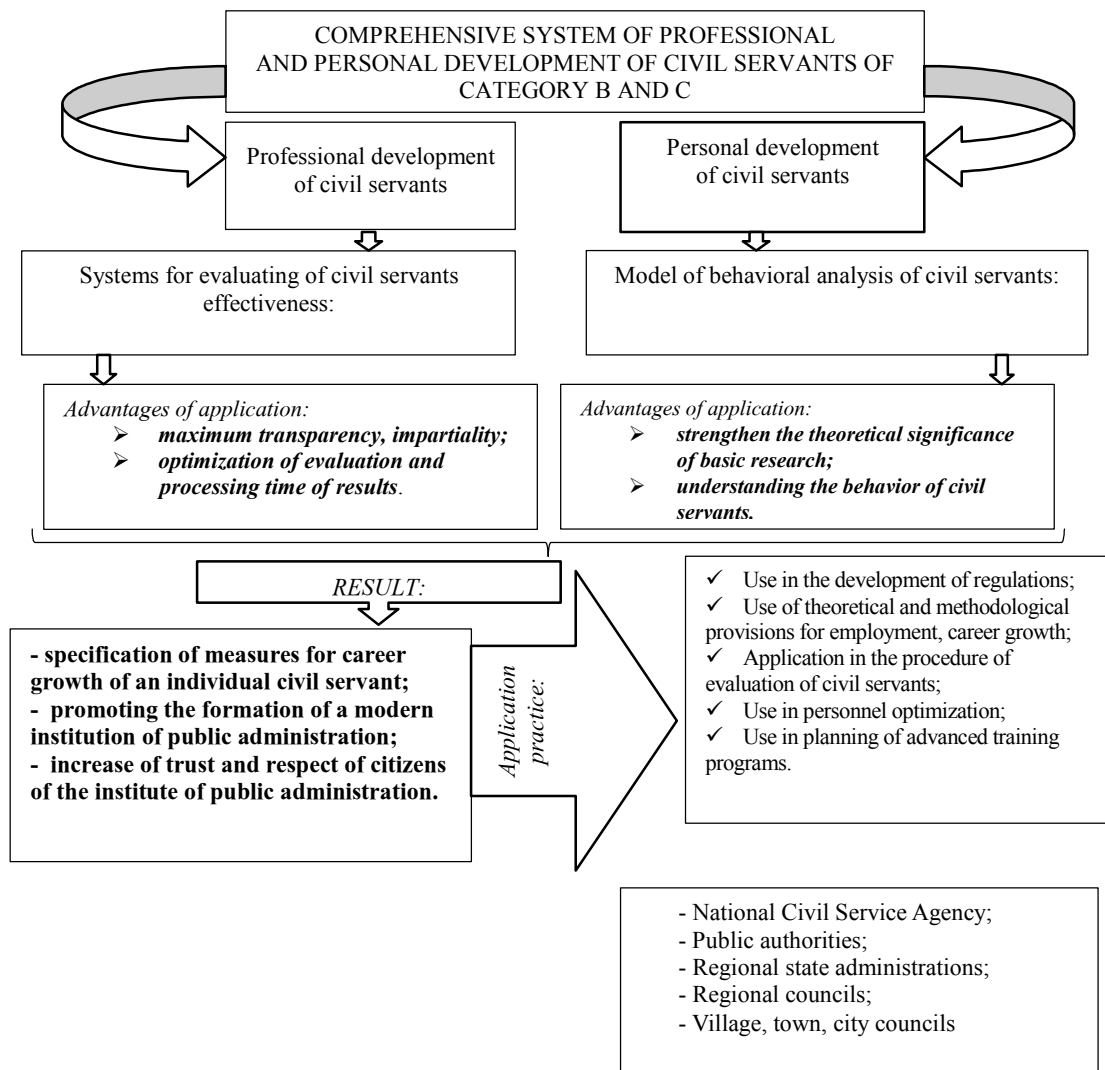


Fig. 2. Comprehensive system of professional and personal development of civil servants of categories B and C

Note: compiled by the author on the basis of tabl..1,2,3.

behavioral analysis of civil servants. The proposed methodology will contribute to the formation of an optimal system for assessing the effectiveness of public servants, taking into account European experience and historical traditions, as well as creating institutional foundations for effective public administration policy in accordance with modern economic realities and societal needs. Based on the results of the study, it is proposed to the National Agency of Civil Service, public authorities, regional state administrations, regional councils, village, settlement, city councils, etc. use the theoretical and methodological provisions developed by the author in the development of regulations adopted by a civil servant, his promotion, optimization of personnel, procedures for evaluating work and behavior, planning a training program, etc.

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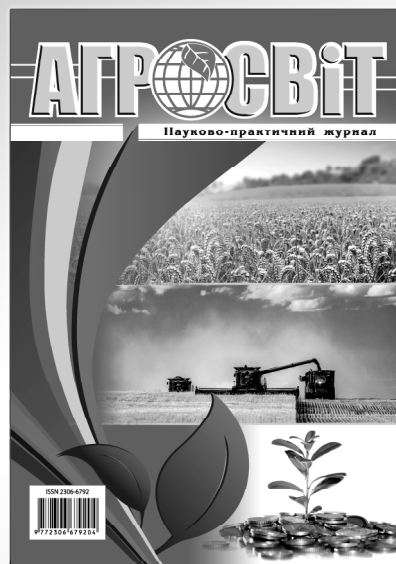
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