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PROFESSIONAL MOBILITY AND PROFESSIONALIZATION OF PUBLIC SERVANTS

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The monograph presents the carried out analysis of current scientific research on professional mobility of personnel; justifies the structure of professional mobility of personnel; describes the typology of professional mobility of public servants. Based on the structure of professional mobility, the authors proposed approaches to introduce a new model of professionalism in public service of Ukraine. The aim of the model is to develop the personnel in public service taking into account personality-oriented approach, individual motivation profile, professional suitability, professional competence, professional satisfaction, and professional experience.

The scientific publication is aimed at the faculty of educational establishments that train, retrain, or provide advanced education to public servants, representatives of government authorities and local self-government, all the readers, who are interested in the issue of professionalization and reforming the system of work with personnel in public service of Ukraine.

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FOREWORD

In recent decades, lack of clear delineation of professions intensified inter-sectoral, intra-industry, and territorial mobility of workers and caused changes in profession nomenclature. Researchers say that a stable profession is being replaced by dynamic professionalism, when qualification and competences do not contradict each other, but represent different aspects of a person's personality-pragmatist potential. Temporality and instability of professions are considered in this context as a working futuristic model.

Current world practice of personnel professionalization in public administration sphere is based on the concept of forming and developing a specialist's professional mobility. Thereby, it is urgent to justify this issue theoretically and methodologically, in particular, to clarify the structure, principles and conditions, stages, means of forming public servants' professional mobility.

In this monograph, we will define professionalization as a holistic continuous process of forming and developing a specialist's personality, which begins with the moment of choosing future profession and ends when a person withdraws from working life. In a broad sense, professionalization is a process that results in objective (availability of knowledge, skills, aptitudes, experience, professionally important and other qualities) and subjective (established and adequate motivation) readiness of public servants for professional activity. Professionalism is the result of this process, an indicator that shows how successful its implementation is, a qualitative characteristic of a public servant. This means that professionalism serves as a certain socio-professional perspective, more or less accessible to every public servant. As such, professionalization is a process of making and developing a person's professionalism and professional mobility.

It is important to emphasize that professionalization integrates two interrelated components, namely psychological (personal) and social-professional (environmental). The psychological

aspect of professionalism, reflected in the *concept of professional development*, characterizes the formation of professional identity, personality orientation, and the development of internal personality structures of a public servant, which together ensure that public servants perform their professional management functions effectively. The social aspect, reflected in the *notion of professional socialization*, involves formation of professional knowledge, skills, aptitudes, social and professional norms, as well as development of a personality as a subject of professional activity.

We support P. Sorokin's opinion (2005) about the leading forms of social inequality (stratification) and the possibility of balancing these forms with the help of social mobility: economic, political, and professional. The scholar explains that *economic mobility* is ensured by citizens' income in society; *political mobility* presupposes the division of all citizens into the ruling minority and the subordinate majority; while *professional mobility* is, on the one hand, a kind of inequality that includes a certain hierarchy of professions, and, on the other hand, a hierarchy within each profession. According to sociological study of stratification processes, the position of any profession in a professional hierarchy is characterized by the functions (both social and culture-universal) that this profession performs in a society. British scholars, guided by D. Glass, suggested a seven-level classification of professions:

1. Higher managerial and professional occupations.

2. Lower managerial and professional occupations.

3. Higher inspectors and representatives of controlling organizations.

4. Lower inspectors and representatives of controlling organizations.

5. Skilled manual workers.

6. Unskilled non-manual workers.

7. Unskilled manual workers (Glass, 1954).

In scientific discourse, *professional mobility* is defined as an ability of a specialist to change their profession, place, and kind of

activity. At the same time, the dynamics of modern social life makes its corrections in understanding this concept. It does not restrict professional mobility within the framework of one industry, and considers a specialist's mobility as an opportunity for professional and personal self-realization in any sphere of socio-economic and socio-cultural activity.

The approach to defining personnel professional mobility, which we have proposed in this monograph, does not only describe personnel professional mobility as movability of an individual, their ability to upgrade dynamically their own resources or change themselves move quickly. Besides, professional mobility for us is not only a sign of a person's career development, or the process of shifting of an individual (a professional group) from one professional position to another. The originality of the authors' professional mobility concept is (and that is not always notices by domestic researchers) that formation of this mobility type occurs under the influence of a complex of objective and subjective factors.

According to modern studies, professional mobility is affected by dynamism of motivational, mental, and identification processes, i.e. the development of the following internal personality mechanisms: formation of key general professional competencies; the level of a person's self-realization in professional sphere; the influence of an individual on the value sphere and professional environment, etc. Professional mobility is also considered as a horizontal and vertical structure. Horizontal professional mobility means the transition of an individual from one professional group to another. This professional group is located at the same level in terms of remuneration and prestige of profession, i.e. a specialist shifts without qualitative change in the profession and qualification. Meanwhile, vertical professional mobility refers to the movement of an individual from one professional layer to another.

A person's ability to study and change their activity throughout their lives is determined by a number of reasons that can be divided into external and internal ones. Internal reasons of professional

mobility are as follows: personal qualities, education, and influence of professional environment on a person's consciousness. These factors determine the corresponding movement of a person within one professional environment (professional activity), or their shifting to another, more attractive one, in a certain period of time. External reasons are conditioned by changes in a person's life. These changes can be of collective or individual character. Individual changes can be caused by the need to enter a new profession, workplace, or status in an organization due to new family circumstances, deterioration of health, or the necessity to take up a new place of residence.

Identifying types of professional mobility makes it possible to analyze this phenomenon more thoroughly taking into consideration the trends and dynamics of a public servant's professional career development throughout their lives. Moreover, it helps to clarify the specific reasons, dynamics and trends of a person's professional development, as well as the peculiarities of forming value-based and competency qualities that determine the individual level of professional mobility of a public servant as their quality.

Important for us is foreign scholars' conclusion about *the existence of 'perfect mobility'* as an opportunity for social promotion of an individual irrespective of their family social background. Sociologists report that education, in particular professional training, is one of the most important instruments of promotion (Ganzboom, 1991). According to S. Oksamytna (2013), education as a factor of positive social mobility implements its resource in the form of '*a social lift*'. This phenomenon explains the dynamics of a person's movement from one socio-status position to another one through the growth of their educational resource and acquisition of additional qualifications through self-education. R. Merton points out that education is a meritocratic strategy for the development of a person's talents and abilities, i.e. a person's position in a society depends on their educational abilities, while each person has a chance to realize their abilities (1992).

In this context, we can claim that educational system must play a key role in fulfilling three vital functions in the development

of a society. Firstly, educational system is aimed at promoting the development of human resources (especially training of white collars, technicians, and managers) as much as it is necessary for a post-industrial society. Secondly, it helps to create a mechanism for the selection (recruitment) of individuals in accordance with their abilities and talents, preparing them for that kind of activity, to the work that they can perform the best. Finally, functionalists argue that educational system promotes the integration of a society, its unification, instilling the values of an information society.

In education system, there is also a process of professional becoming, development of professionally meaningful qualities, a person's shifting to the next level of professionalism etc. Most scholars identify *three main stages of professionogenesis* in terms of forming a professional 'I-concept'. We need to mention that these three stages are directly connected to education:

– *the stage of orientation*, which presupposes a person's professional self-determination and implementation of their professional choice, the initial planning of their professional life;

– *the stage of training*, when a person acquires necessary professional knowledge, skills, and abilities, professional 'maturation' of an individual, realistic understanding of professional environment, identification with the profession;

– *the stage of professional functioning*, which is accompanied by the development of a person's professional 'I-concept' (Shadrikov, 1982).

Each of the stages of professionogenesis corresponds to its 'product' of personal development and, accordingly, the formation of a professional 'I-concept'.

We support the idea that education as a social institution performs, first of all, functions of structural and exchange social mobility. Therefore, exchange social mobility presupposes alterations in an individual's social status as a result of structural changes in a society (for instance, some universities acquire a different status due to the growing need for specialists of a certain type).

On the basis of the abovementioned theoretical analysis of 'professional mobility', we can state that professional mobility is an individual's ability and readiness to effectively master new equipment and technology, as well as to acquire rapidly new knowledge and skills in various spheres of their professional activity, which is manifested in a specialist's developed intellectual, socio-psychological, and competency characteristics. A public servant can form this readiness at a higher educational establishment.

In the process of training at higher educational establishments, prospective public servants actively search for opportunities to develop and form a system of value orientations, model their future, and create an image of their future profession. It is at this stage of professionogenesis that prospective public servants should develop an internal awareness of the multivariance of opportunities for development, flair for correlating personal values with the universal ones, ability to perceive the world in motion, to adapt to uncontrollably changing conditions, i.e. to create professional mobility.

Nowadays professional education (in particular higher education) should not only provide basic scientific, professional, and practical training, acquiring educational and qualification levels by citizens in accordance with their interests and abilities, or improving their professional training and qualification. Professional education should also develop a series of non-professional components of procedural-activity character, which, in particular, include the following ones:

– developing skills of holistic perception of the surrounding world and a sense of unity with it;

– forming ability of holistic perception of the process and the result of the activity;

– grasping methods of taking the best decisions, ability to adapt to different changes, predict the course of one or another situation that can arise during the work, prevent negative consequences of emergency events;

– mastering the culture of the system approach in activity and the most important general methodological principles of its

organization, learning the principles of how to construct sustainable systems;

– developing tolerance in judgments and activities.

We should note that in current conditions new trends arise and develop in the content and structure of workplaces. The theoretical basis for understanding these trends can be the concepts of a post-industrial and informational society (D. Bell), a society of network structures (M. Castells), a 'creative society' (R. Florida). An employer who wants to respond to new challenges seeks to provide more flexibility for hired labor through rotation of jobs, a variety of work operations, increased adaptability, a range of work skills, continuous training, introduction of flexible working hours, etc.

Consequently, the dynamism of modern social changes brings to life the need in specialists with such qualities as social responsibility, autonomy, and efficiency in decision-making, readiness to adapt quickly to new working conditions, etc. As stated in the Concept of Professional Education of Ukraine and the National Doctrine of the Development of Education of Ukraine in the 21st Century, urgent is the need to provide training for qualified personnel capable of creative work, professional self-development, mastering and implementing knowledge-based and information technologies, competitive and mobile in the labor market.

Taking into account the present-day Ukrainian realities, we need to note that for the effective formation and development of personnel professional mobility in public administration sector, it is necessary to make the following first steps:

– develop and approve standards in the field of public administration, namely, the branch standard of professional activity for public servants;

– the branch standard of higher education, specialization "Public administration";

– Standards for various types of personnel professional activities in public administration sector (public service, local self-government, etc.) and job titles (management of information

and analytical activities, risk management, change management, etc.);

– create an assessment center aimed at defining professional qualifications and certification of specialists in public administration sector. The mission of the assessment center will be to ensure a qualitative assessment of levels of specialists' professional qualifications and certification in public administration, which will be confirmed by relevant certificates.

These measures will contribute to the introduction of clear rules regarding professional shifts and the requirements for personnel professional qualification in public administration sector.

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Part 1
THEORETICAL BACKGROUND
OF RESEARCHING PROFESSIONAL MOBILITY
IN PUBLIC SERVICE SECTOR

The notion of mobility was first used in sociology and later became part of many humanitarian sciences. However, only in the last decade mobility has become a subject of a person's professional development and professionalization studies. The term of '*professional mobility*' appeared and came into use at that time. Nowadays scholars all over the world study this phenomenon.

The study of personnel professionalization through their professional mobility originated from Svetlana Khadzhiradeva's research (2005). This investigation helped to study comprehensively the factors that form and develop personnel professional mobility. We need to mention that S. Khadzhiradeva's idea about professional mobility within the context of public service professionalization in Ukraine influenced the development of personnel professional mobility structure. The scholar made a conclusion that professional mobility is a complex process of interaction between needs, interests, stimuli <…>, instructions, value systems and motives. Interaction of these constituents resulted in appearance of a certain type of public servants' mobility behavior and became the basis for professional training in many countries of the world (Khadzhiradeva, 2005). S. Khadzhiradeva associated the problem of public service professionalization with forming mobility among public servants (Khadzhiradeva, 2006). This idea became an innovative view on professional mobility and was further developed in this monograph and other publications.

1.1. Types of mobility and professional mobility

Scholars distinguish the following types of professional mobility: social, academic, cultural, socio-cultural, and professional. All these types of mobility influence objectively a person's

professional mobility. We cannot but pay attention that this influence is mutual. A person's professional mobility is formed in social, academic, cultural, socio-cultural, and, what is the most important and what we want to pay attention to, professional environment. However, the study of only professional type of mobility without its structural and system relations with other types of mobility simplifies the understanding of the very professional mobility. In other words, professional mobility is formed at the intersection of other types of mobility.

So, cultural mobility means that a person matches with cultural environment of public administration, public service, or any specific executive body. Cultural mobility of a public servant is predicated mainly upon the influence of professional education as a professionalization factor. At the same time, academic mobility depends on how efficiently a public servant's professional competence, knowledge, and skills are developed in professional activity. Among professional mobility factors that determine individual professional mobility, we pay special attention to professional trainability as an important quality of a professionally mobile employee. Meanwhile, the system of professional training of public servants is an important part of professional environment, and consequently of the professionalization process of public servants in general.

On the other hand, we can consider all enumerated types of mobility to be types of social mobility, which does not influence fundamentally the results of scientific investigations of this problem if we identify clearly the research subject (*See* Fig. 1, 2).

Figure 1. **Interaction of mobility types (variant 1)**
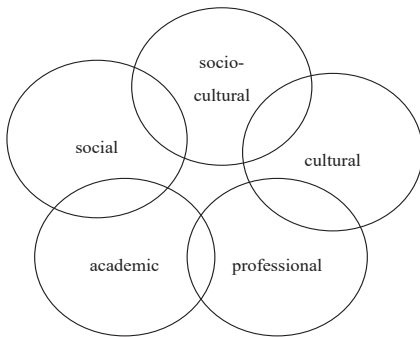
Figure 2. **Interaction
of mobility types (variant 2)**

If we consider social mobility as primary and professional mobility as secondary, it is impossible to form a scientific image of the latter without having a clear view of the former. In this sense, academic, cultural, and socio-cultural types of mobility presuppose the movement of a person in a society and they all influence the dynamics of a person's shifting, as well as the personality structure, and a person's place in social hierarchy – the issues that have been thoroughly studied by Western scholars. Researchers prove this idea by paying special attention to (a) *professionalism* of public servants as a social phenomenon (Niniuk, 2005, p. 30), (b) *transformation* of pure legal institution of public service into a social one (Dubenko, 2001, p. 226), and (c) close *interrelation* between public service as a social institution and the whole system of society institutions (Okhotskiy & Ignatov, 1998, p. 278). This close interrelation predetermines the development of inter-professional type of professional mobility in public service under the conditions of inter-professional movements of a public servant. Scholars agree that development of a public servant is a social process (Ignatov, 1997, p. 167) that proves simultaneous crossing of social and professional mobility development among employees. An employee's professional experience is treated as a part of living [social – *authors*] experience (Turchinov, 1998, p. 105). O. Obolenskyi determines professionalization of public service as a fact of social reality (1998, p. 54–61), while A. Turchinov understands this phenomenon as social (1998, p. 144). All these characterizations, given by scholars, are typical for public service as well.

There are evidences that prove mutual influence of different mobility types, in particular from the standpoint of their structure

similarity. For instance, V. Voronkova affirms that in any case social mobility puts an individual in conditions when they have to adapt (adjust) themselves to a new socio-cultural environment (2004, p. 99). We need to state that professional adaptation is an important element of personnel professional mobility structure and is an important precondition for its formation and development.

Thus, professional mobility of a public servant is one of mobility types, which, just like social mobility, is determined by a person's belonging to public authorities and having certain powers that depend on internal hierarchy of an administrative institution and a person's movement within this institution. A person's professional mobility does not exist separately, it develops or deforms under the influence of other mobility types, objective and subjective factors that determine the type of mobility depending on how a person can combine professional activity with social, socio-cultural, educational, and other activities.

1.2. Interpretation of 'professional mobility' concept

Interpretation of *mobility* usually does not differ in scientific and reference literature. This word is derived from Latin *mobilis* 'movable' and it means movability, ability to move quickly or to act.

In sociology *mobility* is a notion that helps to define a person's social movement towards social positions that are characterized by higher ('social lift') or lower (social degradation) income, status, prestige, or involvement in powers. Such shiftings are traditionally defined as vertical social mobility (vertical social mobility can refer to both individuals and social groups). At the same time, scholars also distinguish horizontal social mobility that does not include the abovementioned parameters of an individual or group's social position. Professional mobility is typically explained as a fact of movement, fluctuation of personnel. The mechanisms and repertoires of social mobility are predetermined by the nature of social stratification of each society. The term 'social mobility'

was introduced in sociology by P. Sorokin (1889–1968) (as cited in Grytsanov) who thought that social mobility was caused by stratification changes (Posukhova, 2002, p. 11). We need to mention that the specified changes also influence professional mobility.

Professional mobility has a complex structure. Scholars study this phenomenon as:

– an expert's *readiness* to solve a wide range of production tasks, as well as their ability to change the content and means of activity quickly depending on professional situations (N. Shevchenko);

– a means of employee adaptation and the level of their psychological readiness to act in a competitive environment (N. Muradian);

– a person's ability and readiness to learn effectively how to use new equipment and technology, quickly obtain new knowledge and skills (B. Meshcheryakov, V. Zinchenko);

– a person's ability and possibility that presuppose that an individual knows the system of generalized professional methods and has skills how to effectively use these methods to do tasks in related areas of production and that a person can comparatively easily move from one activity to another one (Ye. Rapatsevych);

– a person's ability to quickly and effectively organize themselves, change themselves according to living or professional needs, adapt to certain professional environment and professional groups and, finally, to work effectively and efficiently (O. Husak);

– a person's ability to shift effectively from one kind of activity to another one depending on the development of equipment and technology (S. Honcharenko & N. Nychkalo, 2000);

– a human's ability and readiness to work in conditions of fast dynamic changes within professional competence, as well as in conditions of certain social transformations (status, role, profession etc.) (N. Kozhemiakina);

– a change of professional positions under the influence of external conditions, such as lack of work positions, low salary, impossibility to adapt to conditions of professional activities

etc.; as well as the manifestation of a person's inner freedom that presupposes a formed system of values and the need for sustainable self-development (L. Rybnikova);

– a person's integrative quality that allows them to be socially active, competitive, professionally competent, able to develop themselves, advance and change the kind of their activities (O. Dementieva);

– an aptitude for professional training, which actually means a human's academic mobility, that to a large extend determines how formed professional mobility is (L. Piletska);

– a system of generalized methods of professional activities and their application to successfully do any task within technologically related spheres of production; it presupposes high level of development of generalized professional knowledge and readiness for quick selection and realization of optimum means to perform industrial and technology tasks (V. Vorona, M. Shulha);

– a complex of soft competencies (adaptiveness, communicativeness, independence, adjustment, professional values, critical thinking, development of self-cognition, self-education, and social movability), method of activities (reflectiveness, creativity, ability to design, foresee, goal orientation, and psychological flexibility), and ability to self-develop and self-transform (L. Horiunova);

– a person's quality necessary for their success in a society, which is manifested in their activities and ensures a person's self-determination, self-realization in life and profession through formedness of their key competences and qualifications, as well as in a person's aspiration to change not only themselves, but also their professional and living environment (L. Sushentseva) etc.

Professional mobility is also the following:

– a person's ability and readiness to learn effectively and efficiently new equipment and technology, obtain the knowledge and skills that a person lacks to effectively do professional activity and finish the tasks. It is a person's movability, ability to quickly

upgrade their personal resources, and to shift and change quickly (Nedelko, 2007, p. 9);

– functional-status movements within professional hierarchy that are continuously assessed by a person and their environment (Posukhova, 2003);

– a feature that shows a person's career development;

– a process of a person's (professional group's) shifting from one social-professional or professional position to another one. Two types of professional mobility are commonly mentioned in academic books, namely horizontal and vertical. Horizontal mobility means a person's movement from one professional group to another one that is located at the same level of remuneration and occupational prestige, i.e. the movement without any qualitative change of profession or qualification. Vertical professional mobility means the relationships that appear when a person moves from one professional stratum to another one. Scholars often and unfairly say that professional mobility equals to personnel turnover. When scholars analyze personnel turnover, they record the dynamics of development of different professional groups in a society. However, turnover is the result of a person's individual cooperation with their professional environment. As a result, an employee looks for a better, more suitable job. The structure of personnel professional mobility allows employers to identify clearly the reasons of personnel turnover. These reasons usually lie in a person's dissatisfaction either with an organization, or, on the contrary, with conditions of professional environment in an organization. We need to emphasize that personnel trunover commonly means for any organization the loss of the most qualified and the most mobile employees;

– a person's ability to retrain and change their occupation, which is determined by several reasons that can be divided into external and internal ones. Internal reasons of professional mobility include personal qualities, education, and influence of a professional environment (or groups of environments) on a person's consciousness. These reasons cause a person's corresponding movement

either within their environment (professional activities), or shift to another, more attractive at a certain period of time environment. We cannot but mention that a public servant with feebly marked personal qualities is not able to administer a society effectively. External reasons are determined by the changes in a person's living environment. These changes can be global or individual. Individual changes can be caused by the necessity to enter a new profession, job position, status in an organization due to the change of place of residence, family emergencies, ill health (Vasylenko, 2003). Thus, in this sense, professional mobility is the quality that is necessary for a person to be successful in a society.

Hense, professional mobility of a public servant in its general meaning means a person's movability, their ability to change the state, status, social, social-professional category, readiness and aptitude to obtain new [we should notice, that mainly professional – *authors*] knowledge, skills, and abilities, professionally important qualities, ability to quickly orient themselves in different situations, correct and organize themselves, and find adequate forms of activities.

Researches quite often emphasize the continuity of the process of changing a production situation, professional development, so a public servant should be able to keep up with these changes, constantly update their professional resources, learn, improve their professional competence (knowledge, skills, and abilities), professional culture, enrich professional experience, and build up professionalism. In our opinion, aptitude for professional learning is as an important quality of a professional but it is still underdeveloped in the processes of public service professionalization in Ukraine. At the same time, aptitude for professional learning will create the greatest impact only in terms of its professional assessment in combination with other qualities, and equally with resources and capabilities of professionalism provided by an institution, organization, authority in which a public servant works.

Having conducted a comprehensive analysis of various interpretations of *'professional mobility' concept*, using systematic

and structural analyses, we came to a conclusion that professional mobility is a systemic phenomenon that takes into account *the objective and subjective aspects* of personnel professionalization that are in constant dialectical interaction. For instance, the objective aspect may include personnel policy, functions, tasks, principles, and directions of work with staff, a public servant's regulatory and other conditions of activities, professional assessment, motivation, and adaptation, vocational education (training) etc. Meanwhile, the subjective aspect is a complex of staff personal and professional qualities. Objective and subjective factors of personnel professional mobility are two substructures of emploees' professional mobility.

The structure itself can become the basis for a strategy, personnel policies, model of work with personnel (in other words, staff work) in order to ensure the personnel professional mobility as a process and result of this process. The result of this process is a professionally mobile public servant, a professional. In its turn, the structure of staff professional mobility, combined with the institutional channels for personnel professionalization in public service (e.g., selection procedures for the office, annual assessment, competition for vacancies, internships, vocational education (training)), enriches the process of professionalization with specific mechanisms, tools, or personnel recruitment mechanisms. It also forms a model for managing the professional mobility of public administration personnel (See more: Shpektorenko, 2009; Shpektorenko, 2012(a), Shpektorenko, 2012(b). Consequently, professional mobility as a person's quality is an important condition for their becoming a professional in any profession.

This conclusion is based on a combination of ideas of the system approach, understanding of an organization (public authority) model, professionalism, and mobility as a system, as well as on our definition of the basic levels of 'professional mobility' concept.

Professional mobility as an employee's personal quality. Professional mobility is a person's integral quality (group of qualities), a person's inherent ability to continuous development,

changes. Professional mobility is an important quality of a person, a phenomenon inherent to certain degree in an individual (the subjective factor of professional mobility). Personality is characterized mainly by continuity, rather than by changes (Denni 2003, p. 89). This quality, which is formed in a person from childhood, youth and under certain conditions, can develop or disappear (deform) during their life at different stages of the process. According to other scholars, not only continuous improvement of qualification and conscious personal responsibility for the task entrusted, but also the ability to think in new economic, legal and managerial categories, act promptly and competently in conditions and circumstances are constantly changing (Kravchenko, 1998, p. 201). Reserchers mention that public-management is a complex socio-psychological phenomenon with a pronouncedly dominant self-determination, attitude to the issue, responsibility, and a professional's 'dynamic capabilities' (Kozakov, 2006, p. 181). Forming the overall readiness of management personnel to make decisions in different conditions becomes important, because this and other circumstances can make administrative reform fail due to the shortage of skilled personnel for public service (Neshchadin, 2004, p. 5).

In this case, readiness is not limited to decision-making [the result of a certain professional activity – *authors*], but covers a person's much broader knowledge, abilities and skills. They include the ability to adapt, to orient independently in a professional world; to learn easily, to build a vector of their career growth, to show readiness to change the types of activities, and behavioral roles. They also presuppose aptitude to transform themselves in a profession and the surrounding reality; the ability to influence the environment and the events occurring in this environment, to use them for a person's development; to develop their competence in a profession, social life, culture, self-education, revealing various types of mobility: social, cultural, socio-cultural, academic, and professional (Goryunova, 2006, p. 17). Other scholars emphasize the importance of self-control (Robey, 1982, p. 92). Public

administration practices indicate the need for management that will be able to organize a person's professional activity (Adamets, 2001, p. 66), thus pointing to the importance of self-organization. One can find in the literature many similar profiles (lists, templates) of personality traits that a professional mobile worker has, but they are usually not systematized.

Consequently, a professionally mobile public servant should have the following formed professionally important qualities: mobility, ability to adapt quickly (adaptive activity), to adapt to changes in the position, status, social category, preparedness for productive self-development. Besides, a professionally mobile public servant should be ready and able to acquire new (we need to note – mainly professional) knowledge, skills, abilities; should be able to quickly orient themselves in a situation, self-regulate, self-control, self-organize, self-actualize, and find necessary forms of activity (adaptive mobility) (Shishova, 2007, p. 7). This is primarily a person who has professional orientation skills, such as stable professional consciousness (relevant interests, intentions, professional orientation, professional suitability), a certain need and potential for self-realization (Слюсаренко, 2005), self-improvement in a certain professional environment. This person can manage their work in order to maximize the effectiveness of their professional activities. This person may be called a 'transprofessional' or 'superprofessional', the notions that scholars often mention.

Along with the broad one, we should distinguish a narrow understanding of professional mobility. This understanding is associated with the immediate rapid execution of certain tasks by a person (Khadzhiradeva, 2005, p. 54). Readiness for professional mobility as a condition to appoint a candidate for a public service, to creation of conditions by a professional environment to form and develop professional mobility as a complicated personality quality during a person's professional career, from our point of view, becomes a reliable technology, a means of professionalizing the personnel of public authorities.

Professionally mobile person is psychologically happy. The concept of psychological well-being includes the following constructs:

– '*self-acceptance*', i.e., a positive attitude towards oneself and your past;

– subject's *ability and willingness to maintain friendly relationships* with others;

– *autonomy* (or individualization);

– inherent in these personalities *infernal locus of control*, which means that they do not wait for approval or self-assessment from others;

– *ecological skill*;

– the *purpose* in life;

– *individual self-improvement*.

In scientific literature, it is often referred to as the diagnosis of a person's career opportunities (Niniuk, 1999), a public servant's staff and professional potential, i.e. an attempt to comprehensively assess a person's potential professional mobility in a certain professional environment. This often happens without a certain idea of what to evaluate.

Thus, in terms of selection and activities, development of professionally mobile employees in public service, one should apply the following essential procedures:

1) create conditions for mobilization of potentially mobile (in professional sense) candidates;

2) create conditions for continuous diagnostics, development and support of professional mobility in public service;

3) consider professional mobility as an integrated criterion for assessment of professionalism with its own structure, as a means of monitoring and identifying ways of further professional-qualification or professional-career development. Actually, scientists often emphasize the importance of personal discipline and responsibility to perform official duties.

Professional mobility as a process of personnel individual and group professionalization. Professional mobility serves as an integrated criterion, as a synthetic measurement of the process of a public servant's professionalization, as an integral feature of their professional career. In the context of professional mobility as a quality, one can consider all the requirements for public servant's professionalism not only statically, but also according to the level of their personal preferences, individual inclinations, psychological imperatives, pre-professional, professional training, levels of their development, as well as the criteria which are put forward by professional environment in a public authority throughout the career of an official and even after their retirement.

State personnel policy is based on the constant analysis of professional and intellectual personnel potential, human resources management and real prospects for the development of this process (Medvid, 2005, p. 11). At the same time, the criterion of 'degree of professional mobility formation' will allow scholars to define both managerial potential and performance as a process of improvement or deformation of management personnel, taking into account their ability to professionalize, a person's individual movement with the stages of professional development in the position/s. This movement helps achieve the so-called *logical correspondence* of tasks of public service, a specific public authority, its structural unit with requirements for professional competence and professionalism of its staff.

M. Synyavina (2006) points out that the objectification of personnel selection aims, firstly, at the application of a systematic approach in the process of assessing the level of training of candidates for different positions, secondly, the introduction or development of new effective methods (mechanisms) of selection (p. 173). Since personnel selection is preceded not only by recruiting, but also by promotion, the structure of staff professional mobility provides us with necessary criteria to determine the degree of staff professional competence and professionalization. Based on professional staff

mobility structure, it is possible to elaborate directions for the public authority and a public servant joint activity on professional qualification improvement and professional development. However, the set of these qualities, which cannot always be formalized, depends on the position of an employee in the service hierarchy and the nature of work they do (Opanasiuk, 1998, p. 157), i.e. mainly on a person-oriented approach. Consequently, from this standpoint, professional mobility is a systematic and structured criterion for evaluating various individual qualitative and group aspects of the process of professionalising public administration personnel as a sign of their career. These systemic and structured criteria (qualities) under favorable conditions for professional development of professional environment should be based on the human resources management in public service, should determine their individual and group trajectory of professional career and increase of professional qualification.

Professional mobility as the result of a public servant's professional activity. Professional mobility may be an integrated, comprehensive result, the result of professional development process (individual, or group) for a certain period, since the formation of a public servant's personality (from the perspective of their professional mobility) is carried out in the conditions of their professional activity. The goals and objectives of public administration change, the competence of authorities increases or modifies, and, consequently, requirements for a public servant's professional competence will change as well. Added complexity of the object of public administration requires adequate means of learning and managing it, which, in our opinion, would help to combine the goals and effectiveness of developing public administration, public service, and the authority with individual goals for the development of personnel management. Being a sign of a person's career, professional mobility allows us to evaluate not only an employee's activity (the process of their professional development according to clear criteria), but also the individual conditions for performing a

piece of their work. In other words, it provides a practical opportunity to monitor the professional environment in accordance with scientifically determined factors (which are the monitoring criteria). This approach presents new opportunities in (1) *planning* personnel qualification and career development, (2) *increasing* efficiency of person-oriented approach in work with personnel, (3) *applying* diagnostic methods, and (4) *preventing* professional deformation.

Professional mobility as a criterion for evaluating activity and performance of work. Mobility as a characteristic of personnel development can serve not only as the result, but also as a criterion for assessing the effectiveness of personnel professional development, a public servant's professionalism both before and during their professional development. According to M. Kravchenko (1998), new social values and norms determine the new character of requirements for a public servant (p. 200). O. Obolenskyi mentions the harmony of criteria necessary to evaluate the functioning of state apparatus (2003). Public service of Ukraine has long arisen and there continues to be an objective contradiction between professional qualification requirements for public servants, which are put forward by protracted socio-political and economic crises, and a somewhat deformed type of public servant, who works for the government and should actually implement social-political reforms. The idea that underestimation of personnel policy factors leads to a lack of understanding of the personnel tasks and poor their performance (Fediv, 1996, p. 61) refers also to the fact that public sector employees often do not understand what their professional competence and professionalism consist of.

Typical disadvantages of national Ukrainian systems of a public servant's 'assessment' are:

– insufficient elaboration and definition of key official competencies and professional competencies;

– dominance of self-assessment and internal assessment only by the manager;

– absence or inadequacy of professional standards (content, procedural, qualification, and ethical);

– ignorance or underestimation of the validity and reliability of professional evaluation methods;

– weak regulatory definition and insufficient attention to rights, responsibilities, accountability, and control of assessment participants;

– lack of transparency and openness, weak participation of external experts and the public in the assessment process.

And all these factors, first of all, violate the principles of public administration, namely, justice and legality (see Okolita, 1998, p. 185) (that are at the same time the principles of public administration), enshrined in the Constitution of Ukraine. The violation of the abovementioned principles means that a public servant's professional efficiency, their performance, level of the formation of their professional competence and other professionally important qualities did not become a reliable basis for career development.

Formation of the European Administrative Space in the 20th century has coincided with the emergence and development of concepts of '*proper'governance* and *good governance*. In the further reform of public administration system in Ukraine, the introduction of European public administration principles enshrined in the White Paper on Administrative Reform (March 2000) will be a prerequisite: the quality of services; independence; responsibility; efficiency and transparency of the services provided; and the five principles of good governance, namely, openness; participation; accountability; efficiency; and coordination.

Consolidation and implementation of these principles will change the social and professional status of a public servant, an official of local self-government in the direction of greater personal responsibility, publicity, and openness of their professional activity, their communicativeness and coherence with the interests of the community and citizens, concreteness and productivity.

From scientific point of view, all these management principles should be holistic, internally consistent, comprehensive and

professionally implemented in full. Failure to adhere to even one of the principles will cause inversion in management (Sevostyanov, 2016), when there is spontaneous (or that seems to be), as a rule, not specially planned violation of the usual order in the implementation of management activity. Inversive relations arise when one organizational principle conflicts with another one in a hierarchical system (or with several other principles at the same time). The development of inversions in this administrative system leads to its destruction, or puts this system in the quest for radical transformation.

The proposed in the monograph structure of personnel professional mobility provides an opportunity to understand the structure and internal construction of professionalism and professional mobility, since this structure has elements that can serve as scientific criteria for assessing staff at different stages of their professional career. On the other hand, the introduction of such a model for public service in Ukraine will require appropriate regulatory administration and a more objective system for monitoring personnel professional development or deformation.

Thus, destinguishing basic levels of '*professional mobility*' concept indicates that the definition of its structure will allow us to have its constituent elements, which, in their turn, will enable us to determine the directions, means, technologies, and criteria of management by using the existing personnel professional assessment procedures. Objective assessment of the qualities that determine a person's individual readiness for professional mobility, in its turn, will make it possible to elaborate the personnel management functions, taking into account the personal capacity of a public servant, their capabilities, ability to professionalize, their professional needs, and the needs of the authority in which a public servant works.

1.3. Types of professional mobility

We understand mobility in *personal* (mainly) and *group dimensions* and this term refers to a person or group's change of

position, place that was taken in a professional structure or a person's shift from one professional group to another one.

In public service, one can consider professional mobility both *inside the structure* and *beyond it*. Scholars point out the possibility of transferring professional skills from one professional environment to another (Nathan, 1992, p. 130). There is often such a situation when having resigned from the post in public service, a person returns to it again, having worked for a certain period of time either in local self-government bodies (which can formally be taken into account as a job in public administration), or for state, communal enterprises, or in private sector.

Researchers point to the relocation of a large part of the most trained professionals into the non-state sector (Nyniuk, 2005, p. 58). As a rule, they are people with the best development of qualities that determine their professional mobility. According to the data given by T. Motrenko, the rate of personnel turnover does not make it possible to call the Ukrainian civil service a professional one and confirms its inconsistency with one of the basic principles of the European civil service, namely the principle of political neutrality and independence from political changes (as cited in Tiknonina, 2006, p. 4–9). Public service is most often left by the most professionally mobile emploees with a high level of professionalism, the reflection of readiness for mobility, which will not prevent them from finding other positions in public, state, or rather non-state sector. The process or trend that has been observed in attracting the most skilled public servants in the countries of Central and Eastern Europe by private sector has been called '*dequalification*'. It should be noted that those public servants who remained in public service are subjected to demotivation due to worse working conditions. The reasons for dismissal cannot be attributed only to the dependence of state and public servants on political changes. These reasons are much larger, and they have a complex nature in the focus of influence on the activation of inter-professional type of a specialist's professional mobility.

Public service is a structure of a high-degree hierarchy. In Ukraine, there is de facto a career-and-state public service model, when some public servants (mainly those of categories B and C) move within the career model, while those of A and B categories shift within the boundaries of the official model. Professional mobility as personnel movement is limited by other objective factors within the institutional structure of public service. This means that only a small percentage of employees hold the posts of category A, while the vast majority of employees belong to categories B and C, which not only limits the opportunities for their shifting from below up the official ladder (especially to category A positions), but also makes significant demands for the candidates' professional competence and professionalism if they claim for senior positions in the apparatus. We need to mention that these demands are not always adhered to.

Respectively, appointments to category A positions in Ukraine, which take place within the official system, occurs, mainly, within the framework of the interprofessional type of professional mobility.

In perspective, there will be a personnel shift from public authorities to local self-government bodies in Ukraine.

Many managers come to high positions in the public service from politics, business and other state structures, which adversely affects the processes of professionalization of management personnel, especially its leading management. Particular emphasis should be placed on the distinction we make between a person's *potential (initial)* professional mobility and the *acquired (actual, real)* within the institutional structure of public and public service.

If we understand features of public service as a specific and unique type of professional management activity, its tasks, structure, principles, features of its legal regulation, the results of scientific research, observations, professional mobility of a public servant can be presented by the following types, determined by certain principles of classification (Table. 1):

Typological classification of a public servant's professional mobility

	Professional mobility type	Classification principle
1	Initial (potential), pre-professional	Choice of the first (basic) education profile, professional interests
2	Acquired	Choice of profession within a certain professional activity and development of professional interests
3	Active – passive	According to a person's participation
4	On the planned basis or by personal initiative	According to the reasons to change the profession
5	Horizontal	According to the professional-qualification structure
6	Vertical	According to the professional-qualification structure
7	Horizontal – vertical (mixed)	According to the professional-qualification structure
8	Ascending – descending	According to the professional-qualification structure
9	With or without the change of working profile: adjacent (related, distant, quite far)	According to the degree of variability, the level of organic (genetic) relations of previous and new professional activity
10	Primary – secondary	According to the change of primary or secondary employment
11	Difficulty level; less complex, more complex	According to the difficulty level of a new position in comparison with the previous one
12	To fulfill vacant positions; promotion (career development); rotation	According to organizational influence spheres
13	Age-related	According to a person's age
14	Gender-related	According to a person's gender
15	Inter-professional mobility	According to a person's shifts from one professional group to another
16	International mobility	According to the change of a person's country of employment

Researchers also distinguish other types of professional mobility: institutionalized, non-institutionalized, legitimate and illegitimate, which in this case are not related to public service (Posukhova, 2003, p. 7).

Thus, distinguishing types of professional mobility makes it possible to analyze this phenomenon more thoroughly in view of a person's career and professional development throughout their life. Besides, it will help to understand better the specific content of dynamics and directions of a person's professional development, the peculiarities of formштп personal and competency qualities that determine a person's individual level of professional mobility formation. Identifying professional mobility types allows not only individually, but also in a collective, group measurement to explore this process, taking into account the personnel age and gender. Typology of professional mobility points to its causes both inside and outside the authorities, which provide additional information on the direct elements of the professional mobility structure, which lead to a person's dismissal. These reasons are, as a rule, the following: lack of adaptation, unmotivatedness, dissatisfaction with working conditions, earnings, relationships in a team and with the managers, as well as a number of reasons that indicate imperfection of personnel assessment system, in particular when selecting for public service. Understanding of professional mobility types provides us with an opportunity to assess the professional environment of both public service as a whole and a specific public authority from the point of view of performing the functions necessary to support and develop a public servant's professional mobility within institutional boundaries of state executive and local self-government bodies, so that these authorities not only attracted the most capable personnel to work in the management apparatus, but also created conditions for their professional development, enrichment of collective development of personnel professional competence, and professionalism. Typology of professional mobility contributes to a person-oriented approach to personnel development, since it provides an opportunity to study

employees' individual motivational, adaptive, activation profiles, to take these profiles into account when developing individual development plans, vocational education (training, self-education) for the personnel, combining in the best way the mission, goals and task of the authority with an employee's abilities, professional interests, intentions, expectations, ability to work, and suitability of.

Part 2
STRUCTURE OF A PUBLIC SERVANT'S PROFESSIONAL MOBILITY

2.1. Structure of personnel professional mobility

The majority of current concepts of personnel management are based on a systematic approach to understanding organizations and their management, according to which an organization (in this case – the authority) is considered as a system, a complex of components in interaction, which forms their integrity with respect to a particular environment.

System is a set of elements that form a single whole, endowed with features that are absent in its constituents (Khmil, 2006, p. 23). In our study, we mean the human resources management system. Parts of the system as a whole are subordinate to it, they are called subsystems. The following subsystems are distinguished in human resources management: management of labor relations, planning and marketing of personnel, management of selection and personnel accounting, management of personnel professional development, management of motivation, etc. That means that systematization can be carried out in accordance with the functions of personnel management or according to other criteria. To such subsystems in the public service, we, according to the structure of personnel professional mobility, include the following subsystems: selection, control, continuous assessment of personnel, adaptation, activation, personnel reserve, selection for higher (vacant) positions, vocational education (training), etc. Therefore, subsystem is an element of a system or a group of these elements. This means that any system can be a subsystem of a higher hierarchical system. Public authorities, belonging to the political sphere of society, constantly interact with external environment and its conditions: global, externally political, social, economic, cultural, spiritual, and environmental. In our paper, it can be political, social, educational, and cultural systems (subsystems) of society with their structures. These same systems

can be considered as subsystems of social institutes for human resources professionalization on a countrywide scale.

The system of personnel professionalization (professional development) at the authority is a system of strictly determined technological level of a person's inclusion into professional activity through the formation of appropriate institutional channels (means), or institutes of professionalization (professional development) in the public service. With this system, the logical sequence of the cycle of a person's professional life implementation is ensured, as well as its inclusion in the field of professional work, the formation of a public servant as a professional. Besides, this system is combined with the system of social institutions of professionalization. Khachaturian (2006) states that the essence of personnel management is systematic, organized activity that is carried out through interconnected organizational, economic, and social measures influencing the process of personnel formation, distribution, and redistribution in the system of public administration. It also aims at creating conditions for the use of managers' labor qualities in order to ensure effective operation of state authorities and self-actualization in the process of civil servants' work (p. 70).

A system is a set of interconnected and placed in a certain order elements of a quantitative integral representation. The system unity is expressed in such a mutual dependence of its components, in which, with the change of one of them, all other changes affect the system as a whole. The main characteristics of any system are structure of its elements, distribution of functions between them, interconnection of the system elements within it and with the environment (Nyzhnyk, Lelikov & Mosov, 2002, p. 22). Components of the integral system are those structural units interaction of which causes, generates a qualitative system, such as functional features, contributes to the achievement of a certain goal, a useful result. The main task of the system aimed at working with public service personnel should be considered assistance (together with other public service institutes)

to form professional and professionally mobile body of public servants and the effectiveness of their activities. Such a general goal should be professional environment of public service, elements of which are reflected in substructure 1 of personnel professional mobility structure.

Elements (components) of an integral system are those structural units, the existence and interaction of which causes or generates a peculiar system of qualitative features, contributes to the achievement of a certain goal, a useful result. O. Obolenskyi (2003) points out that a system consists of many interconnected subsystems and is open, interacts with the external environment as a whole, as well as its subsystems (p. 152). Components of personnel professional mobility structure as a system are substructures and their elements, which, in turn, have their smaller elements (systems (subsystems) or structures (substructures).

Subsystems are the parts of the system, which themselves are formed of elements (components), and the elements are simple components of the system, the boundaries of division within a given quality of the whole. They represent indivisible, elementary carriers of this quality, the quality of a particular process. O. Turchinov (1998) points to the existence, for instance, of the elements of 'internal' subsystem of personnel professional development, namely, internal organization system for increasing personnel professional training, forming a reserve, managing a career (p. 126). From our point of view, there are more such institutional channels in public service. These channels include selection procedures, annual assessment, attestation, personnel evaluation during promotion, placement, rotation, internship, etc. At the same time, the process of professionalization is inseparable from processes (or functions professional environment in personnel management): professional selection, adaptation, motivation, activation, education (training), etc., which is currently not always systematically understood and integrated, and therefore it is not

always reflected in contemporary literature on professionalization of public service personnel.

Hense, we define substructure l of personnel mobility structure on the basis of structural and structural-functional approaches, as well as the procedural aim of a professional environment. It consists of professional environment functions necessary to form and develop personnel professional mobility: professional orientation, professional selection, professional adaptation, professional motivation, professional activization, professional education, assessment of personnel, vocational education (training). These are objective factors of professional mobility.

The structure is, first of all, a set of interconnected chains that form a system (Kibanov, 2000, p. 194). The proposed structure of personnel professional mobility is the basis of the system, which has a certain set of elements that form a single unit, absent in separate elements of the structure.

The structure is an organizational characteristic of a system, which is a set of stable system-forming relations and relations that ensure stability and equilibrium of the system, interaction, subordination and proportionality between its constituent elements. The structure is closely related to the composition of the system, determined by it and, in its turn, the structure largely determines it (Skorokhod, 2006, p. 299). The structure of staff mobility is multifaceted, i.e. each element is connected with all others.

O. Obolenskyi considers public administration in the unity of its components, which are inextricably linked with the external environment (2003, p. 152). This environment can include social and professional institutes of professional management of public administration, public service personnel, who are simultaneously in the management sector, while being part of the labor resources of the country and the region. Prior to joining public service, they are even more distant from the actual public administration, local self-government, influencing it with the right to vote in the

elections of deputies of all levels, in conducting referenda, i.e. they are in the so-called external environment of public administration. Getting to public service, they fall into appropriate professional environment with their system of work with personnel (or the structure of professionalization institutional channels) which, through the structure of professional environment functions, affects employee's personal and professional qualities, their mobility in the given environment. Consequently, the view on personnel professionalization from the position of personnel mobility structure is based on the interaction of elements of two substructures of the indicated mobility:

1) professional environment;

2) a person's qualities, which determine their individual professional mobility in this environment.

The structure of personnel professional mobility, which is based on the management model of this mobility type, combines the complex influence of various elements of the pre- and actual professional environment that begin to affect a person at the very beginning of their professional determination and self-determination, and, changing, continue to affect them until their retirement.

Substructure 2 of personnel professional mobility structure includes the qualities that relate to value-based (internal psycho-emotional, need-motivational, and value-motivational spheres): professional interests; professional intentions; professional expectations; professional orientation of a person, aptitude for professional learning; professional ability; professional suitability; cultural mobility; and professional satisfaction.

Another group of substructure 2 includes competency qualities that, together with value-based ones, directly affect personnel professional competence, professionalism, and professional mobility. These are abilities and aptitudes; professionally important qualities; professional culture; professional competence (as an integrated characteristic); professional experience; and professionalism

(as an integrated characteristic). These are subjective factors of professional mobility.

We need to emphasize that the value-based elements of substructure 2 begin to influence a person's professional mobility as its quality already in a person's pre-professional development, at the beginning of a person's professional activity and during all the professional activity.

The disincentive (limiting) factor in professionalization development and professional mobility formation is a professional (qualification) deformation, which in scientific literature is often called professional tiredness, professional combustion, professional destruction, etc. Psychologists indicate that representatives of auxiliary professions suffer from 'burnout' more often. In the majority of cases, such employees are described through their inability to be sufficiently interested and involved in providing services to their recipients. Symptoms of 'burnout' are as follows: low labour morale, frequent job changes, decreased productivity, alcohol and drug abuse, mental illnesses, family conflicts, psychosomatic illnesses, irritability, depression, etc. Researches indicate the need to develop an ideal model in which one should foresee creation of reliable mechanisms for blocking criminal and bureaucratic deviations of public servants (Hrinivetska, 1998, p. 200). Professional deformation under certain conditions enhances professional mobility as the movement of personnel in its interprofessional type, namely, personnel turnover. Without internal (value-based), competency qualities that are not developed and are not supported from the outside, from professional background, a person changes either the organization (authority), where they work, or profession. In this case, the reasons for professional mobility are the following: dissatisfaction with earnings; inability to solve housing problems; lack of opportunities for career promotion and professional growth; work in general [conflict of interests and opportunities of an employee – *authors*]; inability to work in the speciality they were trained; compliance with a person's

qualifications; inability to work in a good team, communicate with competent and interesting people. H. Schokin (1998) considers objective factors (conditions and organization of labor, living conditions, etc.) and personal factors (gender, age, marital status, salary, etc.) to be the basis of staff turnover, while its causes lie in the concrete combinations of these two factors (p. 250). Thus, scholars mean the conditions and organization of work that create a professional environment. Researchers have a number of other reasons for intensifying the interprofessional type of personnel professional mobility, in this case the staff turnover.

Hense, professional mobility as a process, which in this case coincides with staff turnover beyond the public authority, is the result of a conflict between the factors of a person's professional development and the conditions of professional environment, in other words, the mismatch of a person's professionally mobile qualities to a specific professional environment.

Here is the justification of the author's approach to building two substructures of personnel professional mobility structure. Formation of government personnel policy is a complex and multifaceted process in which *objective* and *subjective* factors of direct and indirect influence interact. *Objective* factors include the requirements of professional environment, the sphere of governance in it, goals and objectives of the government, specific organizational structure, culture of the authority, and conditions of management work. Meanwhile, *subjective* factors include professional experience, age, level of professional competence formation, peculiarities of the formation of personality structure of the subjects of management and the team, the existence of certain connections between external and internal components of professional 'I-concept', and the value basis of professionalism. O. Turchinov (1998) points that it is impossible to mechanically separate a person as the owner of professional experience valuable for an organization from a person as a personality with characteristics, peculiarities, vital values, plans, interests, and, finally, life experiences (p.105) [professional-

motivational sphere – *authors*]. According to N. Kovalisko, for example, labour mobility mechanism consists of the following components: *objective* factors (technological, economic, demographic, social, and organizational) and *subjective* factors (human attitude to mobility, formed by thier needs, interests, values; consciousness; will; purposes; and interests) (as cited in Khadzhiradeva, 2005, p. 55).

Management of an organization should be based on the balance of employee and the public authority (organization) interests. According to I. Drobot (2007), the formation of a professional is influenced by a number of factors such as: both a person him/herself and the type of professional activity (p. 226). However, we cannot agree with his opinion that in the end everything depends on the person themselves, since it will be difficult for a person to work without a favorable professional environment with appropriate factors of influence on the formation of professional mobility, even their best wishes, goals, abilities, will, purpose of life, including professional interests, intentions and expectations.

So, identification of objective and subjective factors in the structure of personnel mobility is scientifically substantiated. Factors determined with the help of system, structural, structural-functional, and competence approaches, procedural appointment of institutional channels professionalization, allow us to understand better the influence of internal and external (objective and subjective) factors of the influence of professional environment on a person. This influence determines the quality, content, direction, and results of a person's professional development and their professional mobility as a quality. As can be seen from the analysis of staff professional mobility elements that was carried out through the abovementioned scientific approaches, each of them serves as a certain internal process, purpose, result, and quality of a particular process.

This fundamental difference in the classification of elements of staff professional mobility structure allows us to separate objective and subjective factors of professional mobility as a

systematic, complex, broad but structured process of interaction of all these factors. They determine the direction and content of the longthy process of a person's professional development during their life.

All of these elements make up the professional environment. The processes of professionalization / deformation that occur in it seem at first sight to be independent phenomena that accompany a person's professional development. However, all of the above-mentioned processes, initiated by the functions of professional environment, occur simultaneously in it as in an integral environment of their mutual influence (Fig. 3). At first glance, an objectively existing professional environment changes in the same way, and is reformed depending on the content of the mission, goals, and objectives of public administration and public service. Both management and public service undergo reforms (means of selection, assessment, motivation, the system of vocational education (training), etc.), requirements for a public servant's professionalism change. And this process is permanent. According to V. Rebkalo & M. Piren (1999), a person's development always occurs in its active interaction with society, the outside world (p. 237–246). If we talk about professional development, then the primary cover in which a person develops is the professional environment with its own legislative and regulatory framework. Meanwhile, beyond this framework there is a social environment, which is wider and which is regulated by civil law. O. Turchynov (1998) points out that one can distinguish the following components in the structure of human activity: subject (labour), object (subject of labour), means of activity (tools) and the environment in which it occurs (p. 38). S. Seriohin & V. Khlutkova (1999) state that the basic mechanism of career movement is 'interweaving' the interests of an employee (meeting the needs of life, social recognition, and self-realization), and an organization (effective solution of official functions and tasks) (p. 101).

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│              PROFESSIONAL ENVIRONMENT                     │
│  ┌───────────────────────────────────────────────────┐   │
│  │           PROFESSIONAL ORIENTATION                │   │
│  └───────────────────────────────────────────────────┘   │
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│  │            PROFESSIONAL SELECTION                 │   │
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│  │           PROFESSIONAL ADAPTATION                 │   │
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│  │           PROFESSIONAL MOTIVATION                 │   │
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│  │          PROFESSIONAL ACTIVIZATION                │   │
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│  ┌───────────────────────────────────────────────────┐   │
│  │            PERSONNEL ASSESSMENT                   │   │
│  └───────────────────────────────────────────────────┘   │
│  ┌───────────────────────────────────────────────────┐   │
│  │       PROFESSIONAL EDUCATION (TRAINING)           │   │
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│  │           PROFESSIONAL MENTORING                  │   │
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QUALIFICATIONAL DEFORMATION / PROFESSIONAL DEFORMATION
(a person's social, socio-cultural, or cultural deformation)

PROFESSIONAL DEVELOPMENT
(professional-qualification, professional-positional)

Figure 3. **Environment (processes), in which personnel professional mobility is developed / deformed (objective factors of professional mobility – substructure 1)**

We want to especially emphasize the fact that professional mobility can act not only as linear (vertical-horizontal type), but also as a cyclic process (primary and secondary type). Under the conditions when a public servant occupies several positions, their professional mobility simultaneously acquires linear (at the primary place of employment) and parallel (cyclic in relation to the first profession) content. Post-professional or acquired professional mobility can become pre-professional in conditions of inter-professional mobility type, especially when a person chooses a qualitatively new profile of professional development (horizontal-vertical, secondary type of professional mobility).

2.2. Professional environment of public service

In modern public administration studies, there is a lack of scientific works devoted to the disclosure of the content of 'professional environment' from the standpoint of managing personnel professional development, including public service personnel. Let us try to define the notion '*professional environment'* on the basis of system methodology; identify and substantiate the professional environment necessary for the development of staff professional mobility.

Professional environment (in public service or public authority) is a set of conditions for achieving the goals of the public authority through systematic direct influence on the processes of formation of value-based and competence qualities of the influence taker, and through them on the quality of their professional activities, such as professional competence, professionalism, and professional mobility. As S. Tikhonina (2004) rightly states, professional environment is capable of accelerating and inhibiting the processes of professional development, increasing or reducing the effectiveness of management decisions (p. 56). The environment appears for the subject of labour to be a certain normative, value-organizational entity. From the perspective of considering different mobility types, the most important environments that have a direct impact on a person are social, cultural, sociocultural, academic, and professional environments, in which it is necessary to consider the development of similar types of a person's mobility.

The professional environment of public service is based on the regulatory institutionalization of public servants professional development and undoubtedly affects their activities within the framework of a specific public authority. In other words, professional environment is the quality of subject and social (as a whole) working conditions. The environment is objective and manifests itself only in interaction with the subject. The main task of professional environment is clear formulation of the mission, strategy, policy,

goals, tasks of professional activity, and professional development of personnel (in individual and group dimensions), the values of public service, or the public authority in matters of personnel professionalization, ensuring the increase of labour activity, and efficiency of activity. These tasks should be accompanied by the stimulation of creative activity, demonstration of the public authority attitude to receive better working results, the popularization of labour results of individual employees who received recognition, the application of various forms of recognition of employees' merits, the improvement of the moral spirit through the appropriate form of recognition, and professional culture of the public authority. Scientific literature provides a number of lists of functions, goals, tasks of organizations, institutions, enterprises, public authorities from the point of view of their institutional development and improvement of work with personnel. From the standpoint of this study, we think that the functions of professional environment should be divided into *sequential* and *continuous*, according to the classification provided by A. Fomichov (2003, p. 143). The task of professional environment that includes work with the personnel is to provide sufficient conditions for a person to realize their general and professional abilities, professional and life experience. We emphasize that the state and its institutions should be a model (an example) for a good employer (Farnham & Horton, 1996, p. 80).

After enrollment, the period of a public servant's professional development, which takes place in a particular professional environment, begins. S. Dubenko (2001) points to the importance of creating conditions for the implementation of their [public servants – *authors*] professional potential (p. 227). These conditions are created by the professional environment of the public service. The qualities that determine professional mobility of a public servant are developed or deformed against the background of certain processes that take place in the process of professionalization on specific positions. These processes need to be defined, substantiated, and systematized, since the power is viewed as a system of state

bodies (Nyzhnyk, 1997, p. 14), while professional activities of each public servant take place only in a specific public authority with its own unique professional environment, general, and specific working conditions.

The basis of professional activity is its motive, values, ideals, interests, awareness, deliberately formulated purpose, and other socio-professional factors. The structure of the activity contains motive → defining the problem → setting goals of an activity → tasks → the process of activity, actions (functions of management) → means of activity → control → result → reflection.

Personnel management includes a number of critical stages. We will analyze the stages of personnel management, proposed by V. Rozanova (1999):

1. Planning for each industry branch, including enterprises, firms, companies, and corporations in order to determine the required number of personnel, including managerial one.

2. Assessment of labour activity.

3. Training.

4. Recruitment.

5. Selection of personnel.

6. Professional orientation and adaptation.

7. Selection of personnel (internal and external).

8. Promotion, demotion, transferring, or dismissal.

9. Training of management, as well as administering promotion.

10. Forecasting the number of required personnel to perform not only current, but also long-term goals (p. 325–326).

We conclude that the abovementioned steps already include some functions in personnel professional mobility administration, which are repeated in the work with personnel, providing the use of various methods and techniques to ensure the efficiency of personnel professional activities. However, the measures proposed by V. Rozanova, developed from the standpoint of organizational human resources management, relate to the speed of the creation

of certain objective conditions for the efficient use of personnel in general. Considering these same stages, but through the prism of ensuring professional mobility of a public servant, will allow us to combine in professional development not only the tasks and interests of the public authority, but also an employee's individual capabilities and interests. As O. Voronko rightly observes in this regard, the success of fulfilling tasks depends on how the work with the personnel will be organized, on their qualitative composition, and on the ability to work effectively (2002, p. 12).

As we noted above, the quality of a person's professional development depends on the influence of two factors on a person: personal qualities (value-based and competence) and functions of appropriate professional environment. Professional environment in this case is the public service as a social, legal, cultural, and professional institution with relevant legislative, regulatory, institutional, structure, or specific public authority. According to V. Ignatov, S. Mayboroda, A. Ponedelkov & A. Starostin (1997), in order to become a politician and a strategist, one must be not only a theorist, universally educated, with excellent analytical thinking ability, a gift to foresight, but also a practitioner (p. 170). This opinion once again confirms that a person can realize their potential only in activities, including professional ones. For instance, the acquired educational skills (or its academic, academic competence) of a graduate from a higher educational institution are transformed in the process of an activity into professional skills.

Personnel professional development is a long-term function, task, and process aimed at preserving, improving, and using their personal and professional qualities. The content of personnel professional development is to reconcile the goals and objectives of the public authority with current and future professional qualification requirements for its employees. The main resource in, for example, public service is a person with their intellectual and physical abilities, i.e. ability to work (Novykova, 2003, p. 35). Similarly, professional development of public servants is a process

of their incorporation and activation to fulfill their official tasks, including new ones.

Personnel professional development is a set of organizational and economic measures of personnel management services in the field of personnel training, retraining, and advanced education. These measures include professional adaptation, vacancy assessment, current staff assessment, business career planning and career advancement, staffing, inventory, and innovation work in an organization. Implementation of personnel development activities involves certain expenses, however, as experience shows, this work contributes to progressive transformations in the organization (Khramov, 2001, p. 92). From the standpoint of the topic of this study, it is important to recognize the fact of mutual influence of the functions of adaptation, education (training), evaluation, etc. performed by professional environment.

Scholars focus their attention on the means of professional activation. In modern public administration studies, in particular, in the theory of public service in Ukraine, the problems of the content of professional activation, the factors that determine it in the process of professional forming and development of public servants have not yet become the subject of profound scientific research.

In academic literature (Yu. Arseniev, O. Turchynov, P. Shlender, G. Schokin), professional activation is investigated as a factor, condition, and resource of personnel professional development in an organization. According to G. Schokin, professional activation is a systematic purposeful influence in the process of a person's labour and social activity on all of their personal qualities, such as the level of consciousness, mindset, character, value orientation, social settings, by which a person is guided in their life, as well as professional knowledge, skills, and abilities. The researcher says that activation of the human factor is ensured by the state socio-economic policy and the activities of civil society institutions, aimed at the comprehensive improvement of conditions, humanization, and 'enrichment of labour', democratization of

governance, improving material and cultural standard of the people's living conditions, creation of conditions that contribute to the comprehensive development of a person's spiritual wealth.

The level of professional activation formation determines the focus on business, and human activity in the profession. In other words, it is the personal attitude to anything directly related to the ability to meet interests, including professional ones, in this case, to the profession of a public servant. Scholars often rightly point to the correlation between the activity of a manager, their motivation and the impact on their social and professional mobility. We emphasize the urgency to enable public servants to prioritize values, formulate these values in a way that they were critical to personal and professional success, contributed to relevant personnel activity and met the values of an organization (public authority), and social values. Each employee needs a clear understanding of the strategic goals of an organization. This is the first condition for professional activation. One more condition is a harmonious combination of internal needs and motivations, capacities and capabilities of employees and external conditions required by a profession (and professional environment). O. Turchynov thinks that activation is connected with motivation (1998, p. 221).

Motivational monitoring will create conditions for ensuring personnel professional activation. It is important to identify what a person is guided by in their activity: earnings, work satisfaction, or something else (motivational profile of a public servant). From our standpoint, professional activation is in close connection with other functions of professional environment, namely the processes that influence personnel professionalization. Professional activation with other functions (processes) has a complex influence on the process of personnel professional development. Moreover, this conclusion refers not only to public service, but also to other professions.

When one formulates the control system, one should remember that the unevenness of professional qualification of public servants determines their different potential for professional

mobility. It is important to take into consideration that professionals work less effectively under strict control because they do not need it. Organizations with qualified personnel have small levers of influence on the staff (Robey, 1982, p. 339). This idea is logical in view of the fact that a professionally mobile specialist has a sufficient level of development of self-esteem, subjective control, and self-control, sufficiently formed professional interests, intentions, other qualities, is a professionally directed and competent person.

As proved by the experience of personnel management in organizations the means of professional activation can be as follows:

– adequate (competitive), fair (substantiated), transparent, and understandable remuneration (according to the type of professional activity, at certain body, on certain position), or the 'system of providing' bureaucracy, which consists of both salary and a certain 'social package');

– a position that corresponds to the competence, value-based (need-motivational) qualities, merits of a person, promotional prospects to get a senior position;

– conditions for initiative, creative, independent activity within the limits of official authority, functions, and tasks;

– possibility of enriching professional competence and culture in the system of vocational education (training), by means of self-education;

– compliance of the professional activity with a person's professional orientation, their professional suitability (the possibility of professional self-realization, qualification, and professional development);

– legal and social security (from subjectivity in the evaluation of activities and prospects for professional development, from political interference, guarantees of stable service, dismissal for political motives, social guarantees, insurance);

– public image and prestige (high social status of a public servant's profession among other types of professional activity);

– objective and fair assessment of personal and professional qualities, professional achievements;

– statement by the leadership of clear and understandable tasks, proper terms of their implementation;

– sense of belonging to a team, dialogue and communication with the leadership (compliance with the culture of the government body, mastering the professional culture of a civil servant, orientation towards the mission, goals, and objectives of the state authority, a sense of ownership, openness and interaction of personnel, training in the workplace, mentoring, rotation, internship, transfer of professional experience);

– material-technical and moral-psychological working conditions (psychological climate, safe and comfortable workplace, professional environment);

– active role of the personnel service, interested in the development of personnel, and its interaction with the management of the organization.

In these and other manifestations, professional activation closely overlaps with professional motivation.

The following tools can be triggers of this process: means to 'enrich labour' in public service, the alternation of types of work performed in one place; temporary appointment to an equal or higher position; providing the opportunity to be engaged in scientific and teaching work in educational establishments, making a 'double' career; participation in training others in the workplace, mentoring, or transfer of experience. The range of these techniques can be quite wide. Among the issues that require further research, is the effect of 'undermining the motivation', 'the destructive effect of remuneration', when, for instance, a person's external stimulation deprives them of their internal interest in work, deactivates to certain activities, or to professional activities in general.

Thus, professional activation is:

– firstly, an important factor, resource and condition for the development of personnel professionalism, and professional mobility;

– secondly, not the only, but one of the functions of professional environment, the influence of which must be understood in a complex with its other functions;

– and thirdly, professional activation influences the dynamics of developing a person's qualities, which determine their professional mobility.

The following scientific researches are urgent: investigation of professional activation at its joint with professional orientation (orientation in profession or professions), professional adaptation, professional assessment, professional training, professional education of an employee on the way towards their professional formation and development, in the process of their professional socialization. Professional activation accompanies the development of a person's professionalism and professional mobility or inhibits a person's development, acting as one of the reasons of professional deformation.

Therefore, the problem of interaction of professional activation with deformation processes in the development of public servants in the profession is actual. T. Grechko (2006), for example, emphasizes the importance of the objective aspect of public service, which must provide public servants with the opportunity to meet their own needs, emphasizing the personal motivation of a public servant (p. 15). In our view, in addition to motivation, professional environment should orient a person in the profession. It should also intensify, adapt, teach, educate, assess, and most importantly, develop the personnel, combining the development of their individual and professional interests with interests, for instance, the public authority.

Other researchers consider professional development to be the process of professionalization, obtaining professional mobility. It is, above all, the convergence of individual interests of employees with those of the public service, protection from illegal actions of managers, providing workplace hygiene; help solve everyday problems (housing, transportation and communications problems, issues of education and training of children etc.). To neutralize

unfavorable factors the government should assist public officials in solving various kinds of domestic problems, create appropriate working conditions, ensuring well lighted, and heated premises; transport, communications, automation and scientific organization of labour. The principle of autonomy (which T. Vasylevska (2006) recommends to implement together with the principles of simplicity of organization and management through culture) provides efficient use of staff skills by giving them space for self-realization, freedom and responsibility for their work (p. 107). Consequently, efficiency of work is largely determined by the quality of professional selection, functions of professional environment, in which a person is able to use and develop the existing and acquire new professionally important qualities.

Scholars especially emphasize the importance of professional environment in social aspects of labour and its protection. The means of social protection should be directed not only to the establishment of allowances for labour intensity, but also for benefits in medical care, additional leave, state insurance, privileged retirement services, etc. (Opanasiuk, 1999, p. 256). Thus, in this case, motivating, adaptive, and activating functions of professional environment are distinguished.

Thus, we mean the conditions and organization of work that create professional environment. Researchers have a number of other reasons that intensify the inter-professional type of personnel professional mobility, in this case, staff turnover. Consequently, professional mobility as a process that in this case coincides with staff turnover beyond the public authority is the result of a conflict between qualities of a person's professional development and the conditions of professional environment, in other words, the mismatch of a person's professionally mobile qualities to a specific professional environment.

In this way, professional orientation, professional selection, professional adaptation, professional motivation, professional activation, professional assessment of personnel, vocational

education (training), and professional education are all factors in the formation of personnel professional mobility. These factors are initiated by similar functions of professional environment, which are closely interconnected, influencing the process of a person's professionalization and ensuring their professional development.

These functions are criteria for evaluating the quality of professional environment. Qualification and/or professional deformation is developed in professional environment under certain conditions, which refer to all of the abovementioned processes and operate in the opposite direction, providing not the personnel development, but their professional destruction to a greater or lesser extent.

Management of this personnel mobility type presupposes legal regulation of professional environment functions in public service of Ukraine by adopting Model Regulations on the public authority, as well as by introducing a complex of professionally mobile qualities of public servants into the regulatory framework for the conduct of public service. These measures will ensure the purposeful influence of public authorities' leaders, and structural HR units of public service on the process of personnel professional development, movement, and on the quality of personnel professional mobility in order to ensure the stability of personnel of the public authorities and maximize the implementation of public servants' professional capacity.

2.3. Professionally mobile qualities of personnel

Based on our definition of professional environment, which is filled with the influence of objective professional mobility factors that ultimately determine the quality of a specific professional environment, professional environment develops a person's individual qualities that determine thier professional mobility and professionalism throughout all human professional activities (Fig. 4).
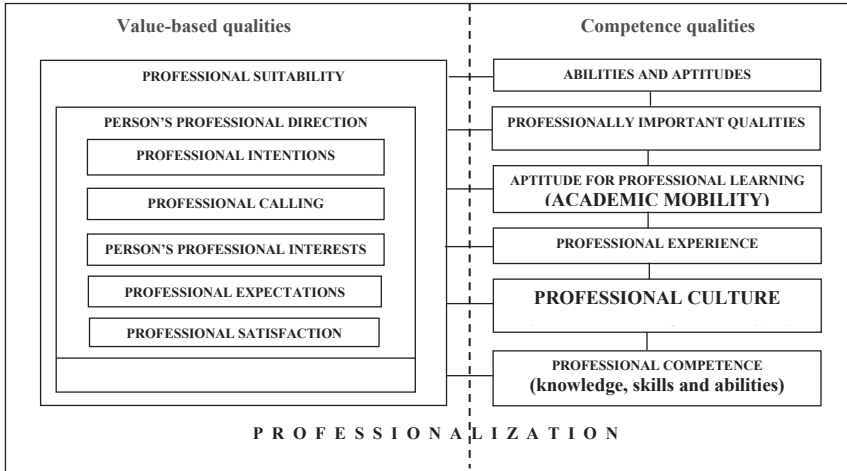
Figure 4. **Qualities that develop a person's internal need for professional mobility (subjective factors of professional mobility– substructure 2)**

In its turn, these qualities are divided into *value-based features* that point to a person's internal orientation for mobility, and *competence characteristics*, on which personnel professional competence and professionalism are based and which are manifested only in the activity. The qualities introduced into substructure 2 of personnel professional mobility structure can be called professionally mobile qualities of an individual.

Professional mobility structure as the basis of personnel management model, having its own structure, can determine not only the content, but also the quality of professional development, concrete ways and mechanisms of professionalization of public service personnel. This basis of the model demonstrates clearly multidimensional, multicomponent, and complex structure of the processes of professionalization and development of personnel professional mobility, primarily in its narrow sense. Some of its

elements directly affect workers, while others influence employees indirectly. The proposed structure of professional mobility corresponds to the interpretation of professionalism due to the presence of two sides, as a state of motivation and operational sphere in professional activity (Markova, 1996; Markova). It seems that identified by A. Markova so-called 'operational sphere' corresponds to professional environment of public service in our paper, and the so-called 'motivational sphere' correlates to the processes of personality and professional qualities transformation that occur at the level of a public servant's personality.

We need to noted that the scientific understanding of structuring personnel professionalization process, as our research proved, until recently was not particularly complicated. Still, this cannot be said about the relationship between the elements of substructures 1 and 2 of the personnel professional mobility structure and their mutual influence on a public servant's professional development, which should become the subject of further research in this field. According to S. Petrus (2007), professionalism of human resources is conditioned by a variety of organizational, managerial, educational, legal, and other components of complex personnel relations and relationships (p. 7). Considering professional mobility as the main goal of professionalization strategy based on the management model of this mobility type, in our opinion, will more closely correspond to the view of personnel policy as one of the means of improving the efficiency of public service system functioning. Besides, that will be realized through scientifically sound personnel formation of professional public employees who will possess the qualities necessary for state and public service.

From this perspective, the purpose of efficient selection of personnel for public service, as an institutional channel of professionalization, of a certain subsystem, as one of the forms of prior control over the quality of human resources, is to identify and engage professionally mobile people in it. Meanwhile, the situation in public service of Ukraine, when employees are often deprived of personal

experience, social practice, and a qualification base that meets the requirements for proving public services at the level of European countries (Petrus, 2007, p. 1) is caused by the lack of conditions in it that would ensure formation of this experience through creation of conditions to cease personnel turnover, professional development of public administration personnel in the process of their career development.

Therefore, from our point of view, selection for public service should not be limited to candidates with higher education with the prospect of obtaining the second (additional) higher education in public administration. A person who is professionally mobile in a managerial position is of greater value to public service than the person who formally holds a university diploma. It is necessary to allow people with secondary education to be appointed for the lowest positions of public service. But these people should have the potential for professional development. The management should create conditions for them to acquire professional education and accumulate their own professional experience in the future. This function will be performed by the system of vocational education (training) of public servants as an institutional channel for personnel professionalization. With the development in Ukraine of the goals of the Bologna process and the transition to multilevel education, it is quite realistic to involve in public service persons with a bachelor's degree, a specialist (master's degree) in public administration depending on the requirements of certain positions (groups of positions) of public service. A model for managing professional mobility, which combines the structure of personnel professional mobility and institutional channels for professionalization of public servants, will allow the allocation of staff in a situation where only a small percentage of professionals have a master's degree in public administration (MSc in public service), and the educational and qualification structure of the current body of public service and local self-government bodies in Ukraine is too diverse both in the specialty, and the quality of higher education.

Thus, management of professional development of public service personnel is a deliberate influence of relevant authorities, organizations, institutions, services, managers, which provide joint activities to form and develop professional competence, professional experience of a person, their professional, and other qualities, which are included in substructure 2 of personnel professional mobility structure.

Substructure 2 of personnel professional mobility structure includes the qualities that relate to value-based (internal psycho-emotional, need-motivational, and value-motivational sphere), such as professional interests, professional intentions, professional expectations, professional orientation of a person, aptitude for professional learning, professional ability, professional suitability, and professional satisfaction.

Another group of substructure 2 is competency qualities that, together with value-based ones, directly affect personnel professional competence, professionalism, and professional mobility. These are abilities and aptitudes, professionally important qualities, professional culture (cultural mobility), professional competence (as an integrated characteristic), professional experience, and professionalism (as an integrated characteristic). These are subjective factors of professional mobility.

2.4. Professionalism and professional mobility of public servants: correlation of notions

With activation of scientific research of various aspects of a public servant's professional mobility, the action manifestation of their professional mobility becomes of considerable interest.

Solving scientific and practical problem of action definition of a public servant's professional mobility with the use of various methodological approaches is relevant and innovative. Still actual is methodological processing of the bases of professional activity of a professionally mobile worker, its meaning, subject, content, method

and tools, means, techniques and other concepts, as well as the search for the scientific foundations of professional mobility management, enshrined in the samples of management practice.

Having carried out a comparative, comprehensive analysis, using the method of a consistent comparison of various interpretations of 'professional mobility' concept with the use of system analysis, we have substantiated the underlying meaning of 'professional mobility' concept. *'Professional mobility'* is inherent to an individual quality; the process of individual and group personnel professionalization, the process of implementing their own qualities that determine a person's professional mobility; a certain result of professional activity (realized potential of this mobility type) of an employee for a certain period; criterion of activity evaluation, and efficiency of personnel.

We understand *professional mobility* of a public servant as an integrative quality of the staff in a broad and narrow sense. In the broad sense, 'professional mobility' concept is the quality of an individual to find and change the social (professional) category, position, status, and master new forms of professional activity. In the narrow sense, 'professional mobility' concept is the quality of an individual, which manifests itself in obtaining enough of their own resources, professional competence, professional experience, which ensure the effectiveness of professional activity, rapid fulfillment of official tasks within a profession, government, institution, or organization.

From scientific and practical point of view, the active (operational, role, process) manifestation of professional mobility of a public servant is of particular relevance. Such a task will reveal some similarity to the analogous expression of another integrated characteristic of personnel, namely professionalism, which matches the narrow understanding of 'professional mobility' concept. A broad understanding of 'professional mobility' concept will include a person's ability, readiness and aptitude to carry out professional activities in a fairly broad context, to acquire new competencies

(social, individual, personal, professional, etc.) not only in a particular profession, but also in conditions of a person's interprofessional movement (interprofessional type of professional mobility). Theoretically speaking, it is a super-professional who can work in a fairly wide range of professions. Consequently, the active expression of professional mobility from theoretical point of view should be broader, but beyond the scope of expressing 'professionalism' concept, which traditionally refers to the integrated characteristics of workers, as a rule of one profession.

Initially, knowledge was considered as the highest value and resource of an organization, later, and it is entirely conditioned, knowledge started to mean professional competence, professionalism. At present, the most important value is a person's professional mobility considered as part of their social mobility as a person's individual quality. In pedagogical studies, scholars most often refer to the substantive and action nature of professional competence. In our opinion, other elements of personnel professional mobility structure have the action nature along with professional competence. These are the so-called 'competence qualities', which, interacting with value-based ones, affect the formation of personnel professional competence, professionalism, and professional mobility. These qualities include abilities and aptitudes; professionally important qualities; professional culture (cultural mobility); aptitude for professional learning (academic mobility); and professional experience. Thus, we can talk about the meaningful (substantive) and operational manifestation of the abovementioned qualities of personnel professional mobility structure, including public service personnel. [We referred the following qualities to the value-based ones that have a value-based character and belong to the internal psycho-emotional, demand-motivational, and value-motivational spheres (or value-orientation sphere of professional mobility): professional interests, professional intentions, professional expectations, professional orientation of a person, professional ability to work, professional suitability, professional satisfaction – *authors*].

Professional experience is unique. Professional experience of professionally mobile workers should have a significant similarity in terms of implementing professional competence, professional culture [in analogy to professional competence, it should be called professional culture or education – *authors*], formation and activity of other professionally important qualities.

The problem of conceptualizing the action manifestation of a public servant's professional mobility, from our standpoint, requires not only allocation of 'levels' of understanding 'professional mobility' concept, but also the levels of its formation, that consists of a system of requirements for the process of obtaining this result. Thus, we mean the process of professional activity, the main tasks of which are to form of a professional's personality, a professionally mobile worker and to obtain high professional performance. The designated system of requirements to the process of obtaining a result is no longer limited to a list of certain qualities, which indicate a degree of the formation of professional mobility as integrative quality. Moreover, it also contains the features of the process of professional content and performance, understands professional mobility as the result of professional activity with certain characteristics, which, moreover, must be obtained by a combination of tools, methods, certain technologies, the use of which presupposes implementation of a complex of professionally mobile qualities of the public authority employee.

The operational aspect in terms of a public servant's professional mobility implies its understanding in certain aspects of activity, namely, in indicators, characteristics, attributes of professional activity. This is, in other words, the rational interpretation of professional mobility in its broad and narrow senses. In such interpretations of a public servant's professional mobility, one can find those internal and external factors, different conditions of a situation, visible and latent processes, which should ultimately ensure the stable formation of employee's professional mobility in certain professional, organizational conditions, in a

particular professional environment of a particular public authority (organization). Essentially, an expanded aspect of 'professional style' of a public servant is investigated, which, from our standpoint, will not always be exposed to professionally useful and managerial algorithmization.

As indicated above, the highly qualified professionals, irrespective of the type of their professional activities, have a marked resemblance. These similar features include peculiarities of activity regulation, psychological mechanisms of creative activity stimulation, degree of development of certain qualities that are relatively independent of the specifics of the performed professional activity, have the property of invariance. The development of an algorithm of an individual activity style or a generalized style of individual activity of a professionally mobile worker will have an educational value. However, based on a person's uniqueness, the uniqueness of professional tasks, processes and situations, the unwise use of these algorithms in public servants' professional activities will be of great danger. In this regard, the problem appears of practical implementation of the standards of personnel professional activities in professional life. Excessive formalization of the criteria and processes of professional assessment and professional activity of public servants will create preconditions for reproduction of non-innovative, creative, and reproductive professional activities.

Using the approach suggested by O. Emelyanov (Emelyanov), we should note that the functional structure of public servants' professional mobility could be represented as follows. Professional mobility concerning the application of starting materials, tools, and methods of using these means, the final results, development of starting materials into the final product, professional mobility of an employee [action, operational, process, role aspect of professional mobility with the orientation to the result of the activity – *authors*]. It should be noted that a public servant's professional mobility can be further subdivided into the following components: *professional mobility which deals with understanding and accepting the norms*

of activities (goals, plans, programmes, technologies, methods, approaches, means, etc.) and *professional mobility regarding availability of required abilities and aptitudes* [substantive, essential aspect of professional mobility (structure of professional personnel mobility) – *authors*]. An even more complex level is the system of requirements for organizing the process of obtaining the result of professional activity. Explaining the meaning of this, O. Emelyanov notes that the result of these characteristics should be attained using a complex of methods under conditions of a certain type of labour division. The highest level that keeps all the previous demands focuses on system requirement criteria for organizing the process of achieving the result.

Consequently, professional development of public servants is aimed at professionalism formation. Meanwhile, professionalism is a complex-component phenomenon with its structure, the result of professional development and the formation of a public servant with their system of interactions, a condition and resource to ensure the meritocracy of management. Professionalism is an integral characteristic of a public servant, a system-forming element of the activity included in the professional activity and the activity itself. The analyzed professionalism structures and typology of professionalism level of a public servant, description of their qualitative features make a positive contribution to the profession studies, labour psychology, engineering psychology, psychology of professional activity, and acmeology, and can be used in public administration studies, first of all, in the theory of public service. A public servant's professionalism, their professional mobility as a quality, and not professional competence, is the main resource of the public authority. Professionalism has its structure, and all its components are in close interaction, have a manifestation in the activity. Professional development and professionalism as a quality of an individual and employee, as a result of professional development, are phenomena of a person's professional life. In addition to the identified by scholars fields of professionalism, we

can distinguish semantic, design, provisioning (resource), corrective, communicative spheres, which reflect management functions that are important in designing the areas of professionalism of public servants and management personnel.

Theoretical studies in the field of content, substantive and action, operational, process, role definition of 'professionalism' allow us to create a theoretical basis for improving the theoretical background of professional evaluation of public servants when individually comparing the previous level of the formation of professionalism with the available one. The preconditions have been created to eliminate the unnecessary and ineffective formalization of current practice of personnel professional assessment in the public service of Ukraine. Excessive formalization of the process of professional evaluation has already created many prerequisites for the reproduction in public service of non-innovative, creative, and reproductive professional activities.

Professional staff assessment is a permanent process. In our opinion, it should combine the personal and professional capabilities, needs and readiness of a public servant for certain professional activity, opportunities and resources of professional environment of the public authority, and the achievements of personal and professional activities. Professional assessment should be carried out professionally, with the involvement of experts. Heads of the public service and public authorities must be not only managers, but have necessary official competence in administering personnel.

In public service of Ukraine it is necessary to more fully use the personal goals of participants in the labour process and the goals of public administration, public service, public authority, the ability of the public authorities and managers to maintain and develop personnel professionalism in a procedural and functional manner. If we proceed from the fact that public service is a complex creative profession, or even has elements of creativity, then it is difficult for it to be unified and evaluated for the effectiveness or efficiency of the activity. Professional evaluation of public service

personnel should not be restricted to a public servant. Conditions of work, working environment, assets and resources of work with personnel, general capacity of the professional environment of public service (public authority) are also subject of evaluation, to ensure productive professional development of the personnel and employees' professional efficiency, usefulness, and, consequently, to obtain a new result. At present, almost no attention is paid to the formation of a professional (micro-, macro-) environment in public authorities, a public service favorable to professional development and self-development, which would allow us to consider the process of professionalization from the point of view of harmonization, more close interaction as regards the correlation of 'a person – a professional environment'. Appointment to management positions takes place without professional evaluation of candidates for their competence in personnel management.

Description of a professionally qualified employee of the public authority from the standpoint of an operational approach should include the dynamics of professional competence in its broad sense, depending on the conditions of professional activity, primarily of professional environment of the public service (public authority). Application of the same activity approach in the evaluation of candidates for positions in the public authorities is impossible at all without internship, when the process and results of professional activities can become clear. It is impossible to develop the same job description or job profile diagram for a public servant because professional activity in the field of public administration, at least at the present day, cannot clearly capture or set the result and the composition of professional activities. Public administration, or rather, the process itself, having a 'floating result', does not allow us to compare the criteria of professional evaluation and activity. Professionalism within the profession of a public servant has many common features with another staff quality, namely professional mobility, especially in its narrow sense.

2.5. Management of professional mobility of public authorities in the conceptual framework of management

The problem of applying the principles and experience of management to the public service personnel management system is not new. The methodological basis of modern management research lies in the scientific views of management classics: W. Petty, A. Smith, D. Ricardo, R. Owen, A. Fayol, P. Urwick, D. Muni, I. Ansoff, M. Meescon, M. Albert, F. Hedouri, P. Sloan and others. Management is considered as the ideological imperative of modern public administration in the era of globalization and large-scale administrative reforms, which points to the gradual abandonment of bureaucratic principles, approaches, mechanisms, norms, guidelines, values in the formation and implementation of state policy.

The main areas of transformation of public service principles in the West are the following:

– analysis and institutionalization of the political role of bureaucracy and mechanisms for implementing its corporate interests;

– search for the optimal balance of political and professional principles in administration;

– providing 'organizational flexibility', reducing the role of the vertical administrative hierarchy, development of functional bodies, 'flat' structures, etc.;

– decentralization, cheapening, reducing administration;

– implementation of the principle of autonomy and responsibility for the realization of the main mission, which is assigned to the state structure;

– providing more freedom of action to heads of governments;

– restriction of the role of traditional administrative 'system of ranks';

– 'managerialization' and even marketization of a large part of the civil service;

– the maximum possible openness, 'sensitivity' of bureaucracy to the needs and expectations of citizens;

– strengthening of human dimension in the process of state policy implementation;

– a significant increase of attention to cultural and moral aspects of public service, the introduction of professional standards;

– development of a competitive environment and the widespread use of the contractual system of personnel recruitment (Voronkova, 2008, p. 17; Zhuravlev, 2004, p. 140–141; Ivantsov, 2010, p. 334).

Implementation of the principles, approaches, and components of personnel management in the field of work with public service personnel in Ukraine is an urgent scientific problem. From this position, it is expedient to consider the possibilities of management, human resources management from the point of view of management of professional mobility, i.e. an important quality, the resource of the process of professionalizing the public administration personnel.

The current 'model' for managing professional development of public service personnel in Ukraine can be characterized by the following indicators:

– mainly short-term hiring of a public servant outside the public authority, which, in fact, establishes temporary or permanent employment;

– political coloring of the formation of the highest corps of public (first of all, government) personnel management, the provision of leadership positions primarily for outsiders, and not for 'their' employees;

– orientation of most managers to solving the problems of the authorities, management, and not staff; selection of personnel according to non-institutional channels, i.e. not according to professional criteria, but according to 'devotion' to the head;

– actual vulnerability of qualified and professional workers of any rank to the tyranny of administration;

–the ease of employees' dismissal (because of which one has to bet on their involvement from the outside, and not on the development of existing professional capacity of staff);

–preserving the status gap and a significant pay gap between managers and subordinates;

–possibility of confrontational relations between an employee and administration;

–unprofessional work of the personnel of human resources management departments (heads of public authorities, heads and employees of structural human resources management subdivisions);

–chaotic, episodic processes of professional orientation, adaptation, motivation, activation, vocational education (training, advanced training) and professional education;

–lack of permanent rotation of personnel, lack of group principles of promotion, staff remuneration;

–lack of interest of a significant number of managers and employees in the improvement of qualifications, professional competence and increase of labour productivity;

–lack of investment in education, solving social problems of public servants;

–ignoring social and individual needs and the predominance of purely economic orientation of employees (the main motivating factor is the monetary reward for defined and indefinite individual results);

–connection of the wage level with general economic conditions;

–employees' loyalty not to a profession, but mainly to a public authority, customers of management services, or managers.

The described above 'model' can be destroyed by applying the principles and experience of management, which should be adapted to the conditions of personnel management in the public authorities, taking into account the specifics of their professional activities. Analysis of the theory and practice of managing

various objects allows us to establish the possibility of adaptation and application of its thirteen scientific approaches: systemic, complex, integral, marketing, functional, dynamic, reproductive, process, normative, quantitative (mathematical), administrative, behavioral, situational in the process of personnel development, in particular, in the process of managing professional mobility of public administration personnel. Each of these approaches, without duplicating each other, characterizes one aspect of management. However, personnel management on the principles of developing staff professional mobility (the development of a complex of personnel value-based and competency qualities, together with a set of functions of professional environment) provides the opportunity to combine, actually, all these scientific approaches into one, aimed at the development of professional mobility as an important quality of a public servant and as an important resource for the process of their professionalization.

Application of scientific approaches of management to the formation and development of professional mobility of a public servant will be as follows:

1. *System approach*. Any system (object) is regarded as a set of interconnected elements that has output (goal), input, communication with the external environment, and feedback. The structure of personnel professional mobility provides us with a set of interrelated elements that ensure the formation of a professionally mobile employee in public service.

2. *Complex approach*. When applying the complex approach, technical, ecological, economic, organizational, social, psychological, if necessary, other (for instance, political, demographic) aspects of management and interconnection of these objects should be taken into account. If one of the mandatory aspects of management is dropped, then the problem will not be solved.

3. *Integration approach* is aimed at researching and strengthening the following interconnections:

a) between individual subsystems and elements of the management system;

b) between the stages of the life cycle of the subject to management;

c) between the levels of management vertically;

d) between subjects of management horizontally.

4. *Marketing approach* involves the consumer-orientation of the managing subsystem in solving any tasks. Priorities for choosing marketing criteria are:

a) improving the quality of the object in accordance with the needs of the consumer;

b) economy of resources at the expense of the improvement of quality;

c) saving resources in production at the expense of the factor of production scale, scientific and technological progress, application of the management system. We want to note that the components of personnel professionalism and professional mobility, especially competency once, have their manifestation only in professional activities, or results of work.

5. *Functional approach*. Need is considered as a set of functions that must be performed to meet it. After the functions are set up, several alternative objects are created to perform these functions, and one is selected. The selected object requires a minimum total cost for its life cycle per unit of its useful effect. When one applya the functional approach, and goes from the inverse, from the needs, sometimes one can create completely new, original objects.

6. *Dynamic approach*. The object of management is considered in dialectical development, in cause-and-effect relationships and subordination, a retrospective analysis is carried out for 5–10 or more past years and a perspective analysis (forecast).

7. *Reproductive approach*. This approach is aimed at the constant reproduction of goods production to meet the needs of a particular market with a smaller, compared with the best, similar object in this market, the total cost per unit of useful effect.

8. *Process approach*. It examines management functions as interconnected ones. The process of management is the total sum of all functions, a series of continuous interrelated actions.

9. *Normative approach*. The essence of the normative approach is to establish standards of management for all subsystems of the management system. Standards should be set on the most important elements:

a) *target subsystem* (indicators of quality and resource intensity of the goods, parameters of the market, indicators of organizational and technical level of production, social development of a team, and environmental protection);

b) *functional subsystem* (standards of quality of plans, organization of the management system, accounting and control quality, norms of high-quality work stimulation);

c) *providing subsystem* (standards for the provision of employees and units with all necessary resources for normal work, implementation of the set goals and objectives, rates of efficiency of the use of various types of resources in the whole company). These standards must meet the requirements of complexity, efficiency, reasonableness, and promise (in time and scale of application).

10. *Quantitative (mathematical) approach*. The essence of the quantitative approach is the transition from quantitative estimates to qualitative ones by means of mathematical, statistical methods, engineering calculations, expert evaluations, system of points, etc. Management at the same time focuses primarily on numbers, not words.

11. *Administrative approach*. The essence of administrative approach is to regulate the functions, rights, responsibilities, quality standards, costs, length, elements of the management system in regulatory legal acts (orders, standards, instructions, etc.).

12. *Behavioural approach*. The goal is to assist an employee in realizing their own abilities, creative abilities on the basis of application of the concepts of behavioural sciences to the construction and management of a firm. The main purpose of this

approach is to increase the company's efficiency by increasing its human resources efficiency. Proper use of behavioural science will always contribute to increasing the efficiency of both the individual employee and the firm as a whole.

13. *Situational approach*. It concentrates on the fact that suitability of different management methods is determined by a specific situation. Since there are many factors in a company itself and in the external environment, there is no single better way to manage the object. The most effective method in a particular situation is the method that most closely matches this situation.

Summarizing the foregoing, we need to state that management of personnel professional mobility provides the following. The basis of management process is the structure of personnel professional mobility, which consists of two substructures that constantly interact. We should recall here that the first substructure contains the functions of professional environment necessary for the development of personnel professionalism and professional mobility. They are professional: orientation, selection, motivation, adaptation, activation, evaluation, training, and upbringing.

The second substructure consists of a person's qualities that determine their professional mobility. All these qualities are the basis for the professional development of a specialist, since they are integrated not only by the degree of formation of their professionally mobile qualities, but also by the degree of formation of their professionalism (Shpektorenko, 2005; Shpektorenko, 2012). Institutional management of personnel professional mobility is based on institutional channels of professionalization (selection for the service, annual evaluation, attestation, competition for a higher position, rotation, internship, etc.). Professional mobility, as the quality of an employee, is an important condition for becoming a professional (transprofessional). The ability to integrate methods of management, means, ways of thinking, and activities in a dynamic specific problem situation, which does not have standard solutions, the ability to nonlinear vision of solutions to problem situations make

up the specificity of the trans-professional work of professionally mobile, 'creative' (according to Yu. Volkov, 2012) personnel.

The main tasks of the development of personnel professional mobility are as follows:

1) formation, development, and improvement of the above-mentioned functions of professional environment and functional, substantive loading of the institutional channels of the process of personnel professionalization;

2) development and improvement within the framework of a person-individual approach the degree of formation of value-based and competence qualities of an employee, and hence formation of their professional mobility in the narrow sense, i.e. within the framework of one sphere of professional activity, namely public service.

Since the principle refers to the scientific basis (rule), which must be taken into account or followed in decision-making, the principles of management can be used. These principles were proposed in 1923 by Anri Fayol (1841–1925), whose name is connected with founding the classical or administrative school of management. He highlighted the basic principles of human resources management: division of labour, power and responsibility, discipline, unity of administration, unity of leadership, subordination of individual interests to general ones, remuneration, centralization, hierarchy, order, justice, staff stability, initiative and unity of staff. It is worthwhile, in our opinion, to add the principle of personnel professional mobility development, which does not contradict the principles set forth by A. Fayol.

Keeping to these principles should be considered an important condition for the success of an organization or public authority. A. Fayol first formulated the functions of management activity. He showed that management should be based on the knowledge of psychology, and that it is very important to take into account the human factor in management (this opinion was shared by management theorist F. Folett) (as cited in Fatkhudinov, 2008; Voronkova, 2005). The substructure of the human factor is reflected in the structure of personnel professional mobility in the form of substructure 2,

which consists of interconnected complexes of value-based and competency qualities.

In the theory of management, there are eight main functions, realizing which one can achieve the set goals: planning the needs, selection and hiring, development and orientation, promotion, assessment and reward. From our position, the following seven management functions should be considered as basic: planning (with research, goal-setting, designing, forecasting, programming, prediction, design, marketing); organization (with decision-making, coordination, management (command), reporting, budgeting); motivation; control; communication (with the competencies of the representative office, entering negotiations, concluding agreements); control (assessment); recruitment, staffing. We want to note that the functions of management should be based not only on the official competence (and professional competence) of public authorities, but also on the content of their professional training.

The structure of personnel professional mobility focuses on the functions of the professional environment necessary for the formation and development of professionally mobile personnel within the institutional framework of the organization. Functions are closely interrelated and create a certain system of work with personnel. Functions for managing professional mobility and professional environment functions are performed by managers, structural subdivisions for work with personnel. From the perspective of personnel development on the principles of professional mobility, in our opinion, the most systematic and complex combination of all functions of personnel management as a function of the appropriate professional environment of the public authority as an open system in the management of professional development of personnel is achieved.

In order to manage, it is necessary not only to know well, but also to apply in practice the principles of human management. Development of management principles is important in the 'classical school of management'. Among the principles of human management V. Bakumenko (2000) emphasizes the following ones:

– supporting the sense of self-esteem in the subordinates;

– attention to problems, not personalities;

– active use of methods to enhance the influence when the desired results are obtained and vice versa, reducing the impact case of unwanted results;

– encouragement for the honest execution of the instructions given by the supervisor;

– formulation of clear and well-founded requirements;

– support of constant contacts, feedback with subordinates;

– differentiation of tasks and requirements to subordinates;

– submitting recommendations to those employees who need them;

– giving advice to those employees who need it;

– giving direct guidance;

– reminding inconsequent and slow employees of the necessity to act;

– ordering categorically;

– demanding insistently fulfillment of the tasks from those who ignore the advice, instructions, recommendations;

– matching tasks with the intellectual and physical capabilities of the performer; powers and responsibilities of the executor. This means that the responsibility for actions cannot exceed the delegated authority, but must be no less than these authorities;

– creating such a balance between the motive and the contribution in which all the members of the organization agree to actively participate in its activities (defined by G. Simon the principle of participation) (p. 86).

We want to emphasize that compliance with all of these principles is capable of providing a model for managing the professional mobility of public servants, aimed at establishing the harmony of external and internal existence of an individual, and the entire society (Voronkova, 2008, p. 5). In this case, harmony is achieved through the provision of mutual balances between the

worker and professional environment of the public authority, as well as the public authority with the environment.

Personnel professionalization on the principles of developing their professional mobility combines most of the management approaches analyzed above. To justify this statement, we will point out the following arguments:

– the *system and complex approaches* are reflected in the part that indicates that the system of work with personnel is a set of interrelated elements. The system (a complex of value-based and competence qualities of personnel) is connected with the external to a public servant (in this case, a professional) environment, and finally, through the defined and described complex of functions in the management of the process of personnel professionalization, directly affects the qualities that determine a person's professional mobility in it. The need for a system approach to the management of the whole organization and the description of management functions are presented by representatives of the 'classical school of management';

– the *integration approach* is reflected in the fact that it is aimed at studying the relationship between individual subsystems, the elements that constitute the structure of personnel professional mobility. Integrating elements of the structure of personnel professional mobility, directing them to work with the personnel of the public authority, the management receives those 'points' of professional development that are important in the realization of the main goal, namely, the formation of a professionally mobile worker and the appropriate professional environment;

– the structure of personnel professional mobility reflects *functional and process approaches:* the former realizes the need for professionals through forming a definite set of functions of personnel management and functions of professional environment that can provide the process of professionalization; the latter considers management functions as interconnected;

– *the normative and administrative approaches* are reflected in the possibility of establishing standards, norms of the level

of development of value-based and competence qualities of the personnel, relevant quality standards, 'formalized descriptions of work' (A. Fayol), standards of functions of personnel management, functions of professional environment, norms, institutional standard channels of professionalization process and professional standards for candidates and working personnel;

– *the dynamic approach*, as well as the structure of personnel professional mobility, considers the object and subject of management of professional mobility of public servants in dialectic and interconnected development;

– *the quantitative approach* involves the transition from quantitative assessments to qualitative, not rejected by the approach to personnel management on the principles of its professional mobility and the evaluation of the results of the professional activities of a public servant;

– *unlike the behavioural approach*, all components of professional culture (political, legal, economic, technical culture, as well as others that will be required as the official competencies of public servants) can be the basis for management, and not just professional behaviour. Professional culture is similar to professional activity and is manifested in professional activities;

– an approach to managing the professional mobility of public servants, which we justified, does not contradict a *situational one*, when the suitability of methods, means, and approaches to personnel management depends on a particular situation.

From our standpoint, management is the ability to achieve goals, using the potential, labour, intellect, internal values, and motives of people by approaching the goals, intentions of employees with the goals, intentions of the public authority. How to implement it is a matter of effective management, including personnel. Such an understanding of management does not contradict the modern philosophy of personnel management (Voronkova, 2005, p. 42). The structure of personnel professional mobility in terms of analyzing the possibilities of their adaptation to the system of public service of

Ukraine provides many advantages. It gives a clear understanding of the structure, the main elements of the process, areas of professionalization (or professional deformation) of staff within the formal organization and the microenvironment. It incorporates systematic requirements for the content of professional development and professionalism of a public servant. Management of personnel professional mobility is a special aspect of public administration activities, so work with its personnel should not be left 'on the periphery', but put into the 'centre' of activity, when not only heads of public authorities, but also employees of human resources structural units were directly responsible for the development and implementation of the strategy of the public authority.

Listed below are the functions of the structure of personnel professional mobility:

1. It points out that human resources management should be seen (1) as a universal process consisting of interrelated functions (in the conceptual approaches of the 'classical administrative school of management'); (2) as a system of not only organizational, socio-economic, moral, and legal relations, but also psychological ones, which will ensure the effective realization of human abilities both in the interests of a person and of the public authority, public service, public administration, state and the society in general. Under these conditions, not only the convergence of interests of the staff occurs, the importance of which management theorist F. Taylor insisted on, but also the convergence of interests of staff with the interests of the public authority, feedback with subordinates. Moreover, there is a self-organization and self-regulation of personnel work as processes in which, professionalism, professional mobility of staff are created, recreated or perfected as complex dynamic systems. Thus, the 'school of human relations and the school of behavioural sciences' substantiates the application of human behavioural sciences to the management and structure of an organization in such a way that each employee is fully utilized in accordance with their potential.

2. From the standpoint of humanistic management, the process of professionalization is explained by the interaction of a person with the environment. This explanaition gives a clear idea of how to achieve results in the process of personnel professionalization, if all the relevant functions of the professional environment are kept to, functions and principles of human management are realized in the process of personnel professional development.

3. It employs the functions of professional environment in which professional mobility can develop, and in case of a mismatch (or conflict) of its functions with the professional or personal needs and capabilities of a public servant, a professional deformation takes place.

4. It allows the use of scientific methods to determine the element or group of elements of the structure that directly cause and stimulate the professional deformation of an employee, helping to take the necessary measures to prevent or to overcome it. In this sense, personnel management will respond to the understanding of activities that should ensure the targeted impact of the subject of management on the object of management, depending on the strategic goals and objectives when the public authority is understood as an open system.

5. It will enrich the culture of managing professional skills of a person in the public service when providing the employees of the public authorities with the resources necessary for the effective performance of their functions and tasks (which corresponds to the views of the 'school of scientific management'). Thus, culture of the public authority acts as a component of humanistic management.

6. With the use of the structure of professional mobility, staff evaluation will become more objective and comprehensive. Promotion will be received by the most promising people (trans-professionals with the ability to determine the objectives of cross-disciplinary, multi-functional character and achievement), who have a better development of qualities that favour the professional mobility of a person.

Part 3
MOTIVATIONAL ASPECTS OF PROFESSIONAL DEVELOPMENT OF PUBLIC SERVANTS

3.1. Herbert's motivation-hygiene theory in the framework of personnel professional mobility structure

In 1950–1960s Fredrick Herzberg and his associates studied the factors that produce motivative and demotivative impact on a person's behaviour causing job satisfaction or job dissatisfaction (1959). However, the research of Herbert's motivation-hygiene theory with the use of personnel professional mobility structure revealed a great number of previously unnoticed mismatchings.

Not always scholars mention in scientific and academic literature that a group of researches under the lead of Fredrick Herzberg conducted a survey among only 200 managers and servants of a paint factory on their feelings (positive or negative) after performing their professional duties (Shapiro, 2005, p. 61). The survey results have shown that removing dissatisfying factors does not necessarily cause more satisfaction and induce job motivation. On the contrary, the fact that some factor conduced satisfaction does not mean that its removal will give a boost to dissatisfaction (Kolot, 2002, p. 33). Taking into consideration this important fact, we assume that 'hygiene motivation theory' only reflects some certain motivational profile of the staff of a certain enterprise, in particular a chemical one.

Fredrick Herzberg stated that the process of 'presence of dissatisfaction – absence of dissatisfaction' is influenced by external hygiene factors (or health factors), which are mostly connected with the working environment. This means that they are bound to the professional environment in which a person works. Lack of these factors makes the employees feel dissatisfaction and demotivates their behavior. According to Fredrick Herzberg, 'hygiene factors/ dissatisfiers' or 'external environment' serve to 'prevent' job dissatisfaction, provide 'fair working conditions', 'sufficient salary'.

Besides, these factors determine 'interpersonal relationships between supervisors, colleagues, and subordinates', 'the level of direct supervision over the work'. We think that only one hygiene factor, namely family life, does not belong to the working environment. All the factors but family life, in our opinion, are interconnected and make up together one such external factor as 'the company and administration policy', defining the status of each employee in the in-house structure. That is why according to Fredrick Herzberg, absence or lack of hygiene factors in general can make a person feel dissatisfied with their job. If these factors are sufficient, they do not themselves cause job satisfaction and cannot motivate employees to do anything.

As specified in Fredrick Herzberg's theory, the process of 'presence of dissatisfaction – absence of dissatisfaction' is influenced in general by a number of factors that are connected with the scope of work, i.e. internal factors. He stated that these factors have a strong motivational impact on a person's behavior and favour efficient work. However, when there are no internal factors, this does not cause too strong dissatisfaction. Fredrick Herzberg called these factors 'factors of satisfaction', but most scholars call them motivational factors or 'motivators': success, promotion, job recognition and appreciation of employees' contribution, giving as much responsibility as possible, offering opportunities for growth within the organization, and offering training and development opportunities (Shapiro, 2005, p. 64). If these needs are met, a person, according to Fredrick Herzberg, feels satisfaction and these factors become motivators.

If we conduct an in-depth analysis of Herzberg's 'internal factors' of motivation, we can easily reveal that these factors are immanent to both 'external environment' (in F. Herzberg's opinion) and professional environment (in our view), and they are closely interconnected. The way we see it, it is the professional environment that determines success of work (motivational factor), in line with the 'company and administration policy' (hygiene factor). 'Normal

working conditions' (hygiene) may include recognition of work success (motivational factor) and sufficient salary (hygiene factor), the possibilities for promotion (motivational factor), and 'recognition and approval of the work results' (motivational factor). The factor 'high responsibility for the work' (motivational factor) is the specification of both 'company and administration policy' (hygiene factor) and recognition of certain success by administration and colleagues in the framework of defining and approving employees' results of work (motivational). 'Promotion at work' (motivational factor) is confirmation of possibilities of horizontal and vertical staff movement within an organization. Thus, this movement should be combined with staff assessment to identify those employees for whom 'success' is intrinsic (hygiene factor) and who are worth improving working environment, and higher salary (motivational factor).

Distinguishing motivational factors group logically presupposes that each individual can be motivated to work when they see the goal and believe they can achieve it. But, in our view, the goal can be seen (1) in health factors, especially when an employee works in hazardous industry, (2) in salary raising, when the worker has appropriate professional intentions and sufficient professional competence. Consequently, we assume that Hertzberg's division of labour factors into external and internal (hygienic and motivational) is unconvincing, even at the level of theoretical analysis, since it does not lay down clear criteria for delineation that it provides. These factors are merely an attempt to summarize subjective opinions of employees about what would bring them professional satisfaction, choosing from the factors that, in the opinion of F. Herzberg and his colleagues, should or may motivate workers. Currently, researchers most often associate motivation with job satisfaction, although the nature of these relationships is vague (Management and organizational behavior, 1999, p. 143). The impact of family life on the productivity of labour cannot be considered absolute.

Conducted analysis of Hertzberg's theory raises the following question: Is the idea of interaction between internal professional

needs, and satisfaction with only external motivators reasonable? Can employers motivate staff only considering whether or not these factors become motivational ones? On the one hand, Herzberg's motivational factors correspond to the needs of higher levels in Maslow's hierarchy of needs, i.e. the need for esteem and self-actualization, which can be a part of employee's professional needs. Herzberg's hygiene factors generally comply with physiological, safety needs, and the need of confidence in the future. However, at the same time they have a motivational effect only when they are not formed. Analyzing this rather complex interpretation of interaction between the motivational factors (the factors that do not always motivate) and satisfaction ones (those factors that are not always the consequence of external motivators), the same question arises: Does only external motivation form professional needs and satisfaction?

The second question also arises: Will forming internal motivational factors not cause the situation in which hygienic factors are achieved and their significance in motivation process disappears? Whereas these factors are closely interrelated, it is logical that formation of internal motivational factors in professional environment will cause the formation of needs from a higher level, and subsequently, dissatisfaction with internal factors and demotivation. Abraham Maslow's theory of needs, which is the basis of Herzberg's theory, confirms these ideas (as cited in Marenkov, 2005, p. 256), but, unfortunately, the very Herzberg's theory does not provide answers to our questions.

The use of staff professional mobility, which includes objective and subjective factors of professionalization, allows us to analyze Herzberg's motivation-hygiene theory from other point of view. Substructure 1 is determined on the basis of structural and structural-functional analyzes, as well as functional-procedural purpose of a professional environment. A professional environment is a certain value-based entity for a subject, a certain set of substantive, social, other working conditions, and their quality. The environment is objective and manifests itself only in interaction with the subject.

The professional environment of an organization can be defined as a social and legal institution with relevant legislation, institutional, and organizational structures.

We need to remind that substructure 1 of staff professional mobility structure consists of professional environment functions, as a certain set of factors necessary to maintain and develop both professionalism, and staff professional mobility. Analysis of professional environment functions has proved their interconnection and compound effect on the group of value-based and competence qualities of an individual, in other words, on the quality of staff as a subject of the abovementioned influence. It is worth noting that Herzberg's motivation-hygiene theory focuses only on motivation, although more careful study of this theory will prove that the factors that Fredrick Herzberg allocated presuppose staff professional assessment, training, and attitude development. Substructure 2 comprises the first group, i.e. value-based qualities (traits that belong to internal psycho-emotional, demand-motivational, and value-motivational spheres).

Thus, among the factors of substructure 1 professional motivation is regarded as an action, external motivation to work (external motivation or stimulation). It is objectively linked with other factors in this environment that influence the process of an employee professionalisation. External motivation guides a person in the world of professions, while selection, as well as staff professional assessment should also have a motivational effect on the staff. External motivation favours professional adaptation, activation, training and attitude development. External motivation of personnel should be carried out not only by the manager, but also through the use of institutional channels for staff professionalization: systems of selection, assessment, attestation, promotion, internship, rotation, adding to the personnel reserve, systems of professional training and attitude development. Internal motivation of an employee is formed under the influence of substructure 1 factors and the degree of development of the substructure 2 qualities, primarily value-

based ones. It is in this interdependence that professional needs and professional satisfaction are formed.

Professional motivation is the process of mutual adjustment of substructure 1 requirements and needs to the degree of substructure 2 formation, which eventually determines the degree of relevance of employee's motivational and professional intentions, interests, and expectations. Staff professional mobility structure clearly establishes the mechanism of influence of two elements of its structure, namely, motivation and satisfaction with work (professional satisfaction). The employee's idea of their own professional satisfaction and needs is formed together with the competency qualities, the specific profile of which should correspond to the employee's official competence.

From this position it is possible to distinguish the concept of reasonable needs from the concept of witless needs (Gazgireeva, 2010, p. 225). Employee's excessive or unreasonable demands for professional environment and working conditions may indicate the lack of necessary professional environment functions (and not only motivation) or discrepancy between professional environment functions and sufficient level of employee's qualities (substructure 2 of professional staff mobility structure). One of the reasons for this may be bias in evaluation or self-assessment of substructure 2 qualities. This bias indicates individual distortions in 'I-concept' formation, when the actual "I wish" is developed inconsistently with "I can" and "What I am really worth".

The conclusion of Fredrick Herzberg that hygiene factors are, on the one hand, very important (even automatic) in the process of motivation, and on the other hand, that the presence of these factors does not produce proper motivational influence on people's behaviour, since these factors create favorable, 'healthy' working conditions, is somewhat illogical. The reason for this is that it is difficult for an employer to apply in practice the factors that, on the one hand, are closely interrelated, but on the other hand, are compulsory for an employer, and consequently do not always motivate the staff.

Obviously, external (or hygiene) motivational factors are perceived by people as a norm, these factors, as a rule, do not motivate. And this conclusion by Fredrick Herzberg is quite obvious.

In the latter half of the 20th century, when Fredrick Herzberg was conducting his research, the state and private sectors of industrialized countries of the West were able to achieve quite noticeable results in organization of working (industrial) environment, workplaces and labour safety. Thus, a complex of hygiene motivational factors in a professional environment, defined by F. Hertzberg as an objective entity, a priori means normal working conditions in West European counties. However, this does not mean that hygiene factors cannot motivate. Hence, professional needs are not absolute, but they are dynamic. This conclusion on hygiene factors was proved by Fredrick Hertzberg.

Listing hygiene factors and employee motivational factors will lead to compilation of staff individual motivational profiles, in which the division into specific factors will not be fundamentally different, since they will only reflect subjective motivational intentions, interests and expectations from a particular professional environment, as well as they will sum up employees' perceptions of possible and desirable motivators and incentives. As L. Gazgireieva rightly observes (2010), the problem of management lies not in the coordination of internal and external motivation, but in defining which of them is subordinate (p. 220).

We think that the purpose of external motivation or stimulation lies in creating the conditions when employee's professional needs, which can have diverse nature and origin (Ilyin, 2011), as well as their motivational profile, and actual vision of satisfaction from work were based not only on the employee's wishes and challenges (which is the falsity of Herzberg's motivation-hygiene theory), but relied on an unbiased assessment of the formed value-based and competency qualities. Through object-subjective understanding of professional development, one can easier understand the system of factors that actually forms subjective specific complexes of professional needs

and satisfaction through assessment of the existing staff value-based and competence qualities, and hence the mechanisms for forming and developing internal value, motivational profiles.

What is the practical significance of conclusions from Herzberg's theory in staff professional development and motivation, including public service personnel? One of the main conclusions for personnel management is that it is necessary to ensure proper level of development of both motivational and other functions of professional environment. External motivation and stimulation to active working (occupational) activity in personnel technologies should be used together with an objective assessment of the degree of formed personnel value-based and competency qualities that influence the formation of an employee adequate professional needs, internal motivations, and internal motivational profile. Justified professional needs based on a real external assessment or self-assessment of the employee competency qualities, as well as their support by professional environment functions will reduce the risk of 'unreasonable', excessive thresholds of professional satisfaction in employee's view. Besides, justified professional needs will contribute to the formation of real intentions, and therefore professional satisfaction, when both an employee and employer feel satisfied with working activity.

The carried out research, in our opinion, has proved that F. Herzberg's motivation-hygiene theory does not describe adequately this complex process and, from academic point of view, it simplifies professional motivation (Marenkov, 2005, p. 258–259). Herzberg's theory only registers a specific case of motivational intentions, motivational interests, and motivational expectations of employees that worked for a specific enterprise in hazardous working conditions. Its existence in textbooks as 'motivation-hygiene theory' is quite disputable. The conducted analysis shows that negative state of in-house health factors (or hygiene factors) and motivational factors does not necessarily determine professional satisfaction or dissatisfaction. Even if the effect of these factors is

positive, it definitely saves employees from extra negative emotions, does not cause these emotions, and thus individually influences the formation of professional satisfaction, can motivate or not motivate to achieve better work results. The subject of further research in this field is more thorough analysis of forming professional satisfaction, which is constructed in cooperation with all functions of working environment, and a complex of staff value-based and competency qualities, not only due to external motivation, but also due to other functions of working environment, which we have defined above. This conclusion is proved partly with the help of the very Herzberg's motivation-hygiene theory.

3.2. Peculiarities of the use of D. McClelland's theory of needs in professional activities in the field of public administration

Investigating the problem of personnel professionalizing through their professional mobility allows us to consider professional intentions more systematically not only among the factors of forming and developing personnel external and internal motivation, but also in the process of personnel professional development, in particular, personnel of public administration.

Analysis of David McClelland's theory of needs (or 'achievement theory of motivation') using the structure of staff professional mobility (as a certain methodological basis), object-subjective approach in the study of personnel professionalization has allowed us to look at his scientific achievements from different perspective. To conduct this study, we will analyze the types of individual's needs, identified in the works of D. McClelland, the classification of needs types of an individual according to their mobility and various spheres of activity, including professional one.

According to 'achievement theory of motivation', D. McClelland rightly states that since early childhood and throughout human life certain types of human needs are formed. Commenting on

this point, O. Kolot notes that if parents teach a child, for example, to be independent, support their endeavors, they form the child's need for positive achievements. If adults promote the feeling of leadership in a particular child in a children's group, the future need for power begins to emerge (2002). Thus, we can conclude that the initial human needs, as well as their internal motivational, demand-motivational, and value-based qualities are formed and are dynamically developed or deformed in the corresponding environment of their existence and development. Moreover, formation of initial needs as one of the components of internal motivational profile can occur both consciously and unconsciously, due to the parents' influence only in the early childhood, since later, the circle of communication, social and communicative interaction of a child expand along with deepening and expanding the individual's socialization process, as the processes of socialization and personality formation are multichannel, and multifactorial.

From our viewpoint, an individual eventually consciously or unconsciously can partly or completely abandon the needs, installations, incentives given by their parents, transforming them into their own preferences, choosing and acquiring other ways of their own interaction in the society, team, relying both on external influence (social, professional, and other environment), existing level and specialty (direction) of the acquired education, life, professional, cultural, academic experience, and constantly changing real-life situations.

D. McClelland distinguishes three groups of needs: need for achievement (success), affiliation (involvement) and power. The author of the theory deliberately prefers the needs that belong to the so-called high-level needs in the hierarchy of A. Maslow's needs. Since D. McClelland analyzed the needs of citizens of industrially developed countries, one can immediately assume the controversy of the rather generalized McClelland's statement that the needs of the lower level in modern society are mostly satisfied. That is, the researcher himself admitted that for the countries in which the needs

of the lower level in professional activity are not satisfied, this theory cannot be applied.

According to D. McClelland, if these higher-level needs are sufficiently developed in a person, i.e. they are of a permanent nature, then they can significantly influence their behavior, intensify and motivate professional activity. He considers these needs as acquired under the influence of learning, life circumstances, and experience.

D. McClelland also states that the first group of needs, namely the needs for achievement, presupposes a person's attempt to perform the set tasks more effectively than s/he has done before. It should be noted that according to mobility types, in which an individual develops, the needs for achievement can be divided into: social, professional (or socio-professional), educational (academic), socio-cultural, and cultural.

If D. McClelland considers the formed needs for achievement taking into account the individual's professional activity, then it is obvious that the researcher talks about a professionally mobile type of an employee, who has consciously formed their personal value-based and competency qualities aimed at their realization in professional sphere. It is important that these needs were of a prevailing nature, conditioned by the established level of competency qualities, i.e. conscious professional competence. The nature of professional needs hierarchy is individual. This hierarchy may or may not consist of specific needs, which, in combination with professional environment, can become dynamic. People who have formed needs for achievements:

– as a rule, tend to independently determine their professional goals, relying mainly on a complex of professional interests, intentions, professional call, professional suitability and professional orientation of the individual;

– subsequently choose not simple, but increasingly complex professional goals and objectives, since they have a well-developed complex of competency qualities, they have aptitude for professional training, i.e. they have formed professional mobility in its narrow

sense (as a general ability to quickly master new competencies, professional roles, patterns of behaviour and other professionally important qualities within the same profession).

Therefore, it is logical to assume that people who developed their needs for achievement are innovators, they do not only have the necessary professional qualities to make managerial decisions, they do not only enjoy, but they also can make decisions by taking personal responsibility, having internal motivation, and getting pleasure from this kind of work.

We sum up that from the standpoint of those environments in which a person's mobility is formed, namely, social, professional (or socio-professional), academic, socio-cultural, and cultural, D. McClelland, on the basis of the conducted research, came to the conclusion, which is confirmed by modern researches, about the factors and conditions of a person's mobility: not only individuals but also whole systems (environments) can be characterized by the needs for achievement. Those of the environments (systems) that motivate, activate, adapt, evaluate, educate, train the staff, in other words form and develop a constant need for achievement among a professionally and economically active part of the population, usually have high development rates.

It should be emphasized that in professional sphere of human life, if employees of an organization have developed the need for achievement, this need will have a significant impact on their professional activity and results of work, but it does not mean automatic achievement of high efficiency of professional activity. As we pointed out above, the formation of professional needs is, firstly, in close interaction with other value-based qualities of a professionally mobile worker, secondly, with a complex of qualities of their competence sphere, and, thirdly, with professional environment. Therefore, it is important from this standpoint to carry out a continuous assessment of professional needs formation (for instance, the needs of achievement) of employees in an organization, together with the assessment of a complex of competencies.

Therefore, an employee's professional suitability can be assessed in a narrow sense as a complex of value-based qualities, and in a broad sense, together with a complex of a person's competencies. The Russian researcher O. Yegorshyn (1999) rightly identified the needs, motivation, capabilities, activities, relationships, and institutions to human social subsystems (p. 407), which interact closely with each other. Comprehensive professional assessment of value-based and competence areas of professionalism is necessary in order not only to take into account the need for achievement in the process of personnel selection and ongoing attestation, to promote their development, but also to assess the conditionality, awareness of these needs in view of the formation of those abilities that are professionally important. These qualities include among all professional competence, aptitude for professional learning and professional culture, which indicate the degree of an employee's assimilation to the requirements for thier official competence and profession requirements. Under these conditions, in our view, a state or municipal (public) authority (organization) will be able to manage personnel to reduce the resistance to innovations, employees' passive attitude to work and insufficient participation, orient the staff to visible success, and assess personnel development to carry out evaluation, for example, of professional success (Bryson, 1995, p. 181), in other words, effectiveness and efficiency of professional activity. Demonstrative influence can be carried out by professional environment of the public authority (organization), but researchers are approaching to understanding of its content, criteria for evaluating the identified influence.

D. McClelland reveals a person's need for affiliation in a person's pursuit of friendly relationship with the environment. Consequently, this conclusion confirms the interrelation in the process of forming a professionally mobile worker of their value-based and competency qualities, which we presented in the structure of staff professional mobility. If the need for affiliation is considered as part of an employee's professional needs, then its formation

in this case occurs in a mutual connection with their professional culture, which can have an expression and in the quest for a person to establish and maintain friendly relationship with the team. A similar view is supported by O. Kolot, who states that people with a high need for affiliation are characterized by an attempt to establish and maintain friendly relationships, the desire to join the association of people and to participate in collective work. It is important for them to understand that someone needs them, and the environment is not indifferent to them (2002). Therefore, leadership of the public authority in this case should regularly assess the level of professional needs to understand their internal hierarchy, and if the need of affiliation among subordinates is high, the leadership should create the most favoured mode to meet this need, provided that they have appropriate competencies. It is important to give to employees with high need for affiliation such a job so that they are constantly in active interaction with people, but it is worth assessing whether the specified needs are supported by the existing professional competence.

The need for power is attributed by D. McClelland to the main obtained needs. The manifestation of this need is the desire to control the actions of people, influence their behavior, take responsibility for the actions and behaviour of others. Identifying such needs in the structure of general professional needs of an individual is especially important in the process of professional selection for public service, professional activity in the spheres of political, administrative, and public activity.

The need for power, according to D. McClelland, may have two extremes: the first one is the desire to achieve maximum power and influence on people; the second is the desire to have power functions, refusing any responsibility for the actions of the staff. Therefore, he continues, people with high motivation of ruling can be divided into two groups. The former includes those who seek power for the very power, i.e. for the sake of unlimited right to subordinate others to their will. Such people are trying to demonstrate their strength and power above all. The interests of the organization for them often

fall into the back seat. The second group includes people who seek authority to perform group tasks. They satisfy their need for power by defining the whole group, assigning tasks to individual performers, participating themselves in the process of achieving goals. But managers should be sure that the employee has the appropriate professional competence to fulfill the need for power.

The division of professional needs according to D. McClelland's classification (to the needs of achievement, affiliation, and power) is rather conditional. This division does not exclude the interaction of one need with another; the needs that the scholar identified do not have a hierarchical subordination, in contrast to descriptions of the interaction of needs in the content theories of motivation by A. Maslow, K. Alderfer, and partly, the theory of motivation of F. Herzberg. On the contrary, D. McClelland emphasizes the necessity to take into account the mutual influence of all the needs of human behaviour, but does not actually indicate or specify the spheres of the individual's life, which will determine the properties, too, generally gives direction to the needs identified by him. Most likely, he means professional needs. If we consider the process of professionalization from the standpoint of the broad process of socialization of an individual, there may be a lot more needs. In professional activity, a person forms a professionally mobile type of behaviour, which is determined, in accordance with the structure of staff professional mobility, not only according to their professional needs, but also other qualities of the complex of their value-based and competency qualities.

If we take into account that the structures of different types of mobility of an individual interact with each other in the process of social, professional, academic (education, training, self-education), socio-cultural, and cultural formation of an individual, then the formation of a complex of various interests that together form professional interests is influenced by relevant social, academic, socio-cultural and cultural interests. Therefore, controversial is the statement of D. McClelland's theory of needs that if a person

occupies a leading position and feels a high need for power, it is desirable for them to have weaker need for affiliation in order to perform management activities successfully. In our opinion, in this combination of interests, the correlation between the needs for power and the need for affiliation is unclear. This needs at the individual level are determined also by the degree of formation of a certain complex of value-based and competence qualities of a person's professionalism, described in the structure of professional mobility of the personnel.

The generalization of the content theories of motivation indicates that all the factors that we examined and described above, give rise to a number of common statements and differences in various theories of motivation. Common to them is the reference to the fact that the basis of internal motivation lies in the needs of individual people, which in their minds intersect or transform into certain groups, types of interests or value orientations, forming into the 'I-concept' of an individual (or into the concept of 'I-professional') sphere "I want", "I wish". This block of qualities in various ways determines the aspiration of people to certain conscious actions in a certain area of application of their desires, motives and acquired competence. But the formation of needs is considered by these scientists mainly in professional field, without taking into account other social, socio-professional, cultural, socio-cultural, educational aspects of the analysis of the individual's activities, which will undoubtedly reflect the formation of professional interests. Such an opportunity provides consideration of the professional activity of the individual in terms of the mutual influences of the above mentioned types of mobility of an individual according to the structures of these mobility types.

In all theories of motivation there is the structure of needs, their characteristics and the connection with the motivation of labour (professional) activity, which we perceive as a controversial conclusion. Firstly, motivation can be internal and external. Secondly, formation and evaluation of a person's professional or other intentions

should be considered not in relation to the interaction of needs, their satisfaction and the emergence of internal motivation, but it should be formed and evaluated in combination with a set of competencies, the formation of which will allow to assess, how determined are the existing professional intentions together with value-based qualities, and what motivation an employee requires or is worth depending on the competency sphere they have formed. This sphere, as well as value-based one, equally affects the formation of professionalism and professional mobility of staff. In its turn, external motivation of professional environment should be directed towards the employee taking into account the specific profile of an employee's value-based qualities, which as a whole reflects their individual motivational profile. The ideas that we expressed intersect with the opinion of foreign researchers, who rightly point out that a person does not work immediately, the main problem is the selection and placement of employees, and it is worth picking up work for a person (Steers & Porter, 1979, p. 276). Besides, external motivation should be selected for each person.

O. Kolot is right in identifying a certain correlation in the classification of people's needs (Fig. 5). At the same time, content theories of motivation have significant differences. So, in Maslow's theory needs are hierarchically located and the order of satisfaction of needs is directed from the bottom upwards. Human behavior is determined mainly by the lowest dissatisfied need of the hierarchical structure.

In C. Alderfer theory, there is also a certain hierarchy of needs. However, the basic statement of his theory is the assertion that the movement to satisfy needs can be directed from the bottom upwards and from the top down, in the case when the satisfaction of needs of the higher level is impossible for objective reasons. This means that he, like D. McClelland, focuses on the content of probable motivational profiles of a particular professional group, rather than of a motivational profile that can be taken by executives, managers of organizations as the basis for external motivational

influences on subordinates of different professions. According to C. Alderfer, the existence of two ways of needs satisfaction creates additional opportunities for external motivation of labour, but we are convinced that this possibility of external motivation does not end there.

Maslow's Hierarchy of Needs	Alderder's ERG Motivation Theory	Herzberg's Motivation-Hygiene Theory	McClelland's Theory of Needs
Self-actualization needs	Growth needs	Motivation factors: - *achievements* - *recognition* - *labour process* - *responsibility* - *promotion*	Need for achievement
Esteem needs			Need for power
Love/belonging need	Relatedness needs	Health factors: - *politics and management* - *technical management* - *salary* - *relationship between supervisor and employee* - *working conditions*	Need for affiliation
Safety needs	Growth needs		
Psychological needs			

Figure 5. **Correpondence of groups of needs in contents theories of motivation (according to O. Kolot, 2002)**

D. McClelland proposed his classification of a person's needs, where priority is given to the needs of the higher level, since the needs of the lower level in developed countries are mainly satisfied. Therefore, this theory cannot be used in countries that are not developed, in which no legislative, regulatory and legal safeguards for ensuring working conditions are created, and employers are not interested in satisfying, for example, physiological needs, needs of existence, needs of professional growth, safety and needs of the higher level. In our opinion, the appearance, formation and development of

the needs of the higher level (achievement, affiliation, and power) occur not only under the influence of education and life experience, but also under the influence of external evaluation, adaptation, motivation, activation, and upbringing. However, one should agree that the distinctive feature and the advantage of this theory is that the influence of the needs on a person's behavior is not considered in isolation, but as the result of their complex interaction (Kolot, 2002, p. 38).

According to the research carried out among professional servants in Ukraine, there are factors that produce negative effect on formation of professional interests, the advantages of staff of public authorities. These factors include reorganization, lack of clear and understandable normative and legal documents on work with personnel, for example, professional qualification characteristics of positions, regulations, job descriptions, poorly selected staff, the inability to promptly increase professional qualifications, ambiguity in career advancement, i.e. everything that depends on conditions the staff work in.

Thus, only the availability of interests, the desire to work in public authorities, before taking a person to service is not enough to build a successful career. It is important to assess whether a candidate for performance of official duties has the necessary qualities, capacity, professional competence, or whether s/he had professional training. Thus, in view of the carried out analysis, we can conclude that there are various needs of public servants, which are dependent on the main types of their activities. These are social, socio-cultural, cultural, academic, professional, and socio-professional needs, which in the processes of social formation and professional socialization of an individual in the field of public administration are in constant interaction. Besides, people's needs that can relate to these specific activities are in interaction.

The very needs as a polysystem object, in our opinion, can be:
– mostly congenital and acquired;
– conscious or unconscious;

– permanent and temporary;

– structured (hierarchical) or not structured;

– directed to a certain sphere of life of an individual or to several fields at once;

– determined by the competence sphere (a combination of certain competencies (social, cultural, professional and other) of an individual or not determined by them.

From the standpoint of professional needs study in the field of public administration, the following needs are relevant: professional motivation, professional adaptation, professional activation, professional assessment, professional qualification and professional development, vocational education and training and upbringing.

3.3. Peculiarities of the use of C. Alderfer's classification of needs in professional activities in the field of public administration

Many domestic and foreign researchers, such as F. Taylor, F. Gilbert, D. McGregor, W. Ouchi, E. Mayo, C. Alderfer, E. Ilyin, V. Voronkov, M. Marenkov, A. Markov, A. Kolot, M. Kosarenko, O. Turchynov, S. Shapiro, studied various aspects of the relationship between the concepts of 'professional needs', 'professional satisfaction' and 'professional motivation' of the staff.

Investigating the problem of personnel professionalizing through the structure of their professional mobility, allowed us, among other methodological approaches, to consider professional needs systematically not only as the factors of formation and development of personnel external and internal motivation, but also as the factors of the personnel professional development, in particular, personnel of public administration.

We will carry out a theoretical analysis of the types of an individual's needs, identified in the works of C. Alderfer, and will compare these needs with the needs defined by A. Maslow, and

D. McClelland. Besides, we will classify the types of an individual's needs according to the types of their mobility, various spheres of activity, including professional.

The theory of C. Alderfer, entitled '*ERG Motivation Theory*' (the abbreviation of English words 'existence', 'relatedness', and growth), just like A. Maslow's theory, is based on the classification and analysis of needs, the substantiation of their influence on workers' behavior. C. Alderfer distinguishes three groups of needs:

1) existence needs;

2) relatedness needs;

3) growth needs (as cited in Atamanchuk, 2006, p. 364; Bakumenko, 2013, p. 65; Derkach, 2004, p. 259).

Theories of A. Maslow, C. Alderfer, and D. McClelland have some common features. These theories indicate that an individual forms their own individual needs gradually, and these scholars identify similar groups of needs: the needs of C. Alderfer's existence are similar to the basic needs of Maslow's needs in the pyramid, in particular physiological and security needs. There are no similar needs of existence in D. McClelland's theory of needs. We need to recall that D. McClelland distinguished three groups of needs: achievement, affiliation and power. D. McClelland deliberately prefers the needs that belong to the so-called high-level needs in accordance with A. Maslow's hierarchy of needs. We emphasize that the division of professional needs by D. McClelland is rather relative, since this division does not distinguish between basic, congenital and acquired, or primary and secondary needs (Abramov, 2000, p. 41). At the same time, D. McClelland's division of needs does not exclude the interaction of one need with another, all three levels of needs can have a significant value in a certain period of time (Derkach, 2004, p. 259), the needs identified by him do not have a hierarchical subordination, in contrast to the descriptions of the interaction of needs in the content theories of motivation by A. Maslow, and C. Alderfer.

The group of communication needs (C. Alderfer) fully or partly corresponds to a group of needs of loving and belonging (A. Maslow), the needs of affiliation (D. McClelland). According to C. Alderfer, the need for relatedness stems from the social nature of a person, their natural desire to be a member of the family, team, to have friends, to establish good relationships with the leadership and subordinates. This group of needs can also be attributed to that part of esteem and self-actualization of A. Maslow's pyramid, which is related to the desire of a person to belong to certain informal groups, parties, with the affirmation of a person as an individual.

D. McClelland's need for affiliation is manifested in a person's pursuit of friendly relationship with the environment. This conclusion confirms that in the process of forming a professionally mobile worker, their value-based and competency qualities are interrelated (Bakumenko, 2000, p. 50). We presented these qualities in the structure of staff professional mobility. If the need for affiliation is considered as part of an employee's professional needs, its formation takes place under the influence of a person's professional orientation in its mutual connection with their professional intentions, professional expectations, professional interests, professional suitability (as value-based qualities) and professional culture (ethical behaviour as its component), which in this case has an expression and in a person's striving to establish and maintain friendly relationships with their colleagues.

O. Kolot adheres to a similar opinion, noting that people with a high need for affiliation are characterized with the attempt to establish and maintain friendly relationships, the desire to join the unity of people and participate in collective work. It is important for them to understand that someone needs them, and the environment is not indifferent to them (Adamets, 2001). Therefore, the leadership of a public authority (organization) in this case should regularly assess the level of professional needs to understand their internal hierarchy, and if the needs for affiliation, communication, engagement, and involvement in subordinates are high, create the most favoured

mode to satisfy these needs in the conditions of formation of appropriate competencies in employees. For workers with a high need for affiliation, communication, engagement, and involvement, it is important to be given such a job, so that they are constantly in active interaction with people, but it is worth assessing whether the specified needs are supported, at least, by the existing professional competence, professional culture, in other words, whether they are capable of such interaction.

The growth needs in the theory of C. Alderfer partly correspond to the requirements of esteem and self-actualization in A. Maslow's theory and the needs of achievement in D. McClelland's theory. They relate to the desire to meet the status motives, with the effort to achieve self-confidence, self-assertion and self-improvement. Distinguished by C. Alderfer three groups of needs, just like in A. Maslow's theory, have a certain hierarchy. However, there is also a fundamental difference between these needs: in Maslow's theory, the movement from one need to another takes place only from the bottom upwards. After reaching the primary goal, i.e. meeting the needs of the lower level, it is the time to meet the needs of the highest level, and, according to A. Maslow's theory, this is the main motive force of a person's behaviour. According to C. Alderfer's theory, back-log of the needs of the upper level increases the influence of the needs of the lower level and the satisfaction of these needs switching conscious actions of a person. Consequently, C. Alderfer's theory states that the hierarchy of needs reflects the movement not only from the lower to the upper levels of needs, but also the movement in reverse order, i.e. the enhancement of the stimulatory effect of entirely specific 'lower-level' needs if the 'upper-level' needs are not satisfied, or even the impact of all the identified needs for an individual's activity at the same time.

The needs of achievement, according to D. McClelland, presuppose the attempt of a person to perform the tasks set to them more effectively than they have done before. It should be noted that according to the types of mobility in which an individual develops,

the needs for growth, achievement, recognition, and self-affirmation can be divided into: social, professional (or socio-professional), educational (academic), socio-cultural, and cultural.

If the formed needs for esteem and self-actualization, growth, achievement are considered by A. Maslow, C. Alderfer and D. McClelland taking into account an individual's professional sphere of life, then it is obvious that it is a professionally mobile type of employee who has a high level, consciously formed personal values-based and competence qualities, aimed at their implementation in professional activities in the consciously defined professional field. From our viewpoint, it is important that these needs have a holistic, established nature, conditioned by the established level of competency qualities, i.e. conscious professional competence. The hierarchy of professional needs is individual in nature, may or may not consist of a specific structure of needs that, in combination with a particular professional environment, may become dynamic.

People with the formed need for esteem and self-actualization, growth, achievements, first of all, tend to independently determine their professional goals, relying mainly on the complex qualities of their value-based sphere: professional interests, intentions, professional call, professional suitability and working capacity, professional orientation of an individual; and secondly, subsequently choose not simple, but more complex professional goals and tasks, since they have a powerful formed complex of competency qualities, they have professional training, i.e. they have formed professional mobility in its narrow sense (as a general ability to quickly master new competencies, professional roles, patterns of behaviour and other professionally important qualities within the same profession). Therefore, it is logical to assume that people with a high level of formation need for esteem and self-actualization, growth and achievement are innovators, transprofessionals, 'creative class' as a part of a certain socio-professional (professional) group. Not only do they possess the necessary professional qualities to make managerial

decisions, they not only enjoy, but they are able to make decisions, taking on the initiative, personal responsibility, while having a strong internal motivation, understanding the value of this professional activity, enjoying such work.

We sum up that from the standpoint of different environments, in which different types of a person's mobility are formed (social, professional (or socio-professional), academic, socio-cultural, and cultural), on the basis of the conducted research, D. McClelland came to the conclusion about the factors and conditions of mobility of an individual. This conclusion is confirmed by modern researches and is as follows: the need for esteem can characterize not only individuals but also the whole systems (environments). Such an opinion, in our point of view, equally concerns the needs for growth (C. Alderfer), the needs for esteem and self-actualization (A. Maslow). Those of the environments (systems) which are able to select the necessary qualified personnel, orient, motivate, activate, adapt, evaluate, educate, upbring the employees, in other words they form and develop the constant need for achievement among a professionally and economically active part of the population, and consequently they usually have high development indicators.

C. Alderfer calls the process of moving upwards according to the levels of needs to be the process of needs satisfaction, while movement downwards is a process of frustration, i.e. defeat (Fig. 6). The presence of two directions of movement to meet the needs opens up additional ways of internal motivation (or self-motivation) of professional activity. So, if a public administration body (organization) does not have sufficient capacity to meet the needs of an employee's growth, then they can not only focus their actions on the fuller satisfaction of the needs of communication or needs of the lower level, but change the place of their work, even the profession (moving within the limits of interprofessional type of professional mobility).
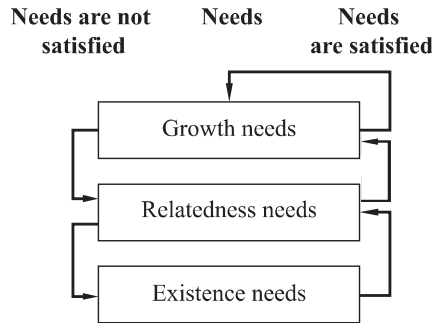
Needs are not satisfied   Needs   Needs are satisfied

Growth needs
Relatedness needs
Existence needs

Figure 6. **Scheme of C. Alderfer's theory**

Consequently, the theory of C. Alderfer is developed on the basis of classification and analysis of needs, justifying their influence on the behaviour of employees. In our view, professional and other needs affect not only professional behaviour but also a set of other professionally important qualities that determine the formation of such systemic and complex qualities of staff, like their professional culture, professional competence and, consequently, professionalism and professional mobility. It should be emphasized that in the professional sphere of human life if employees of the public authority (organization) have a highly developed need for esteem and self-actualization, growth and achievement, it will have a significant impact on their professional activity and results of work, but will not mean automatic achievement of high efficiency or efficiency of professional activities. Such an opinion is grounded on the fact that the formation of professional needs is, firstly, in close interaction with other qualities of the value-based sphere of a professionally mobile worker (professional), secondly, with the complex of qualities of their competence (or activity, operational) sphere of professionalism, and, thirdly, with a professional environment. Therefore, it is important from this standpoint to carry out a continuous assessment of the formation of professional needs (for example, the needs of esteem and self-actualization, achievement, growth) among employees of

the public authority (organization), together with the assessment of the complex of qualities using a competency or action approach.

As A. Kolot rightly states, the theory of C. Alderfer has enough supporters and critics. It is worth agreeing with the thought of the former that knowledge of the content and essence of this theory is useful not only for practice, but also for the theory of management (in particular, personnel management), since there are many empirical evidence of this fact. To keep to the statements of this theory managers have to find effective forms of external professional motivation and professional orientation, activation, training, education, evaluation of the activities of subordinates when for objective or subjective reasons, their needs of a higher level cannot be met. It is necessary to understand the origin and content of the individual's intentions according to the types of mobility in which the individual develops. The needs for growth, achievement, recognition and self-actualization can be divided into: social, professional (or socio-professional), educational (academic), socio-cultural, and cultural. We can conclude that there are various public servants' needs, which are recognized as the main types of their activities. These are social, socio-cultural, cultural, academic, professional, and socio-professional needs, which in the processes of social formation and professional socialization of an individual in public administration are in constant interaction with each other. Besides, the people's needs that can relate to these specific activities interact as well.

The very needs as a polysystem object, in our opinion, can be: mostly congenital and acquired; conscious or unconscious; permanent and temporary; structured (hierarchical) or not structured; aimed at one sphere of life of the individual or several fields at once; determined by the competence sphere (a combination of certain competencies (social, cultural, professional and other) of an individual or not determined by them.

Particular attention should be paid to the definition of how justified are professional and other needs of personnel, as they

relate to the formation of value-based, competence and activity (or operational) spheres of employees' professionalism. The development of practical approaches to the reconciliation of professional intentions, professional motivation with professional assessment and professional satisfaction of the staff of the public authorities determines the specific directions of further research.

In terms of the study of professional needs in public administration professional activity, investigation of the following needs is relevant: professional motivation, professional adaptation, professional activation, professional assessment, professional-qualification and job competency development, vocational education and training.

Part 4
PROFESSIONAL ENVIRONMENT
OF PUBLIC SERVICE: APPROACHES
TO UNDERSTANDING THE CONTENT

4.1. Scientific approaches and methods to determine the 'professional environment of public service (public authority)' notion

The number of studied has been growing, that are dedicated to various aspects of professional environment as an important factor in ensuring effectiveness and efficiency, as well as efficiency of the work of the organization and its staff. At the same time, the problem of creating a favourable professional environment in the public authorities in Ukraine remains pressing.

Current state of scientific development of this subject requires solving the problem of developing conceptual, theoretical, and methodological approaches to the definition of 'professional environment' concept, in particular, the professional environment of public service (public authority), and theoretical basis for classifying of professional environments.

The *structural approach* answers the question: "who does?", i.e. who (which structural unit) has the professional specialization to perform a certain function, or to solve a certain task. This approach is based on the principle of the domination of the role of different organizational structure types in solving the tasks of an organization (Cherlenyak, 2010, p. 266). From this viewpoint, creation and operation of each structural unit should be directed towards the fulfillment of certain missions, functions, tasks, powers, competences, etc. Often, a structural approach is realized in the definition of a certain structure (as an ordered, systematized list, totality, complex, or even system) of processes, phenomena, actions,

norms, as well as functions, and tasks; and the structure itself forms the basis of a particular system.

Thus, the basis of the personnel management system, proposed by A. Kibanov, is the structural approach in determining the professional environment from the point of view of how it organizes the work with personnel. The system consists of the following subsystems:

– subsystem of planning and marketing of personnel [with a list of a set of related functions – *authors*];

– subsystem of personnel recruiting and accounting;

– subsystem of labour relations;

– subsystem of working conditions;

– subsystem of personnel development;

– subsystem of motivation and staff incentives;

– subsystem of social development;

– subsystem of development of organizational structures of management;

– subsystem of legal support of personnel management;

– subsystem of information support of personnel management (2005).

Commenting on the approach presented by A. Kibanov, we point out that we deliberately do not pay attention to the functions of subsystems that are unusual to public authorities. From the list of functional subsystems, it is clear that this division is scientifically sound, systemic, but some subsystems perform similar (related, or even interrelated) functions. Thus, the functions are similar: '*staff audit*' with the subsystem of planning and marketing of personnel; the function '*organization of interviewing, evaluation, selection, and recruitment*' with the subsystem of personnel recruiting and accounting; the function of 'socio-psychological diagnostics' with the subsystem of labour relations; evaluation of candidates for a vacant position, the current periodic evaluation of the results of activities and labour potential of staff, attestation with the subsystem of personnel development. Due to this similarity, we can conclude

that some of the homogeneous functions may belong to different functional subsystems, and management functions are inherent in all functional subsystems.

This conclusion is particularly relevant to the direct interdependence of some of the functional subsystems of the personnel management system in the process of their impact on professional activities, the process of personnel professionalization. So, in our opinion, related and interdependent functional subsystems also include: subsystem of hiring and personnel accounting, subsystem of labour relations, subsystem of personnel development, subsystem of motivation and personnel incentives. From our point of view, this system should be called the subsystem of professional development of personnel, which would accumulate all the functions that would influence the process of formation and development of professionally important qualities, abilities, professional culture (cultural mobility), professional competence and, consequently, professionalism, and professional mobility of staff.

Hense, the structural approach to the definition of professional environment may include its understanding as certain structural subdivisions aimed at fulfilling several functions, tasks (general and specific), etc., as well as the actual understanding of the structure of the latter, their description, determination of importance, sequence in the implementation of a common mission, the purposes of the activity of a public body (or its structural subdivision).

The essence of the *normative approach* lies in its ability to find the most important features of the general construction, which the professional environment should theoretically meet. This method guides the heads of the public authority to develop an appropriate ideal of professional environment, directions of its implementation in accordance with the values, norms, etc., established in this area of professional activity, for example, in public administration, or local self-government. The normative method presupposes legal development and application of norms, which determine, for example, the composition and content of functions in implementation

of general and specific functions and management tasks specified in the Regulations on the public authority (or its structural unit), as well as general and specific functions, tasks in personnel management. Besides, it identifies the type of organizational structure, the criteria for building the structure of management apparatus of the public authority as a whole and personnel management systems, the division and cooperation of the work of the heads and employees of the structural units that work with public service personnel. The basis of the method is the proved practice of governance for a government body, the degree of centralization of functions, the number of levels and branches in management system, the size of security service structural units, the order of subordination and the mutual communication of these structural units.

Normative elements of professional environment may include the systems (subsystems) of personnel professional development, legal (regulatory), administrative, functional, informational, organizational, social, financial, technical support of a public body activity (or provision of professional activities of its staff). Besides, there are *professional-activity norms for personnel*, such as professional culture (standards of behaviour), professional competence, professional intentions, norms (standards) of professional activity in general, competency profiles, job descriptions, etc. We need to mention that this approach to the content and purpose of professional environment is somewhat prognostic in general with the elements of modeling, but it does not sufficiently contribute to the solution of specific scientific and practical tasks: the definition of boundaries, structure, essence, standards, and the purpose of a professional environment. In other words, it is insufficient to explain why a professional environment is necessary.

Scientists believe that the *functional approach* is more constructive and logical in the process of shifting the analysis from the problems of determining standards, and structure of professional environment. The possibility of applying this method to define professional environment, its structure was proved in our previous

publications, although they described the functions of professional environment necessary to form and develop professionalism, professional mobility of staff (Shpektorenko, 2012).

The functional approach answers the question "What should we do?" This approach, on the basis of previous experience, analogues or certain theoretical standards, specifies a certain set of typical internal and external functions. These functions are later elaborated and connected with a specific public authority, and with its structural units. The idea of the functional approach is to determine the boundaries between structural units on the principle of functional areas (Cherleniak, 2010, p. 267). The functional approach, unlike the normative one, emphasizes practical activity, helps to identify the qualities or properties that the professional environment has as a real subject of management.

Meanwhile, the Ukrainian researcher V. Lukianikhin considers the movement of personnel through the prism of only administrative functions of the organization. This movement includes promotion, demotion, transfer, or termination of labour contract (2004). Personnel management, from the point of view of V. Voronkova, covers a wider range of functions from recruitment to dismissal of personnel: hiring, selection and reception of personnel; evaluation of personnel in the process of recruitment, certification, selection; vocational guidance and labour adaptation; motivation of personnel and its use; organization of work and supervision over business relations; conflict and stress management; security of personnel; management of innovations in personnel work; training, advanced training and retraining; career management, career advancement; management of personnel behaviour in an organization; management of social development of personnel; release of staff. We need to emphasize that, according to V. Voronkova, the concept of personnel management of an organization provides an analysis of the provision of: information; technical normative-methodical; legal documentary support of the personnel management system (2005, p. 44–45), which can be implemented both in determining the system of certain

structural units, and through the implementation of a similar set of functions of a public authority (and its structural divisions), and as a norm in the management of personnel.

Thus, proceeding from this approach, in the system (structure, complex) of professional environment functions, three main points can be distinguished, on which the specified functions are actually directed:

1) the status of professional environment in the general mission of a public authority;

2) the role and significance of professional environment;

3) the orientation of professional environment (external and internal).

As H. Atamanchuk rightly observes (2006), structural divisions do not carry out the competence of a state body, and in professional terms provide the management of activity (p. 212). Consequently, functions (as well as competences) of a public authority should not be divided between its structural divisions, violating the unity of will, logic of decisions and order of responsibility. Functional approach can be combined with system, structural, structural-functional, process, and other scientific approaches.

Since functions should be either performed by elements of an organization or groups of elements merged into some subunits, then to perform complex tasks it is necessary to combine elements into some structures. So there appears a *structural (systematic)-process approach*, which inevitably takes over some of the disadvantages of structural approach. The structural-functional scheme was and is the basis of construction techniques of organization and organizational technologies as a classical, neoclassical, and modern situational management theory.

The essence of the *behaviourist method* is to study already formed professional environments through a specific study of the behaviour of individuals and professional (or socio-professional) groups; to model norms, structure (construction), functions of professional environments, based on the necessity of forming the

desired professional culture or professional behaviour as one of the main indicators of the current reflection of the formation of a worker's professional culture.

'Organizational (in-house) culture', which is a reflection of the complexes of mental, cultural, socio-psychological, behavioral, moral, ethical, and other qualities of personnel, defined by many classics of modern personnel management (E. Shane, D. Briquley, K. Cameron, G. Quinn, D. Crow, S. Smith, J. Zimmerman, J. Fitzimmons, V. Vesnin, S. Samygin, V. Slynkov, G. Khayt, P. Schlender, V. Lukashevich and many others), is one of the main conditions of a modern organization development.

Organizational (in-house) culture influences the degree of implementation of the values and goals of a public authority (organization), on the one hand, directly, and on the other hand, through the improvement of personnel management. The central factor of the whole system is the personality of an employee, who is considered as a complex, unique system, as a self-respecting phenomenon, a carrier of professional culture. An employee of an organization carries out some part of its activity, but at the same time s/he assimilates their own role, significance and opportunities in an organization, provides a connection between various factors that ensure the development of an organization, and finally, in the process of work, it creates themselves, thier personality, enriching or losing a significant set of personal and professional qualities, including mental, social, and psychological ones.

It seems that this aspect is not given due attention in modern public service of Ukraine. This state of affairs reflects the general level of culture of the country, which is transformed into misunderstanding of the importance of culture of an organization in the process of its functioning, quality, and efficiency of work, in the process of personnel professionalization. But in our opinion, the qualities that indicate the formation of professional culture in the institutional environment of public service must be formed consciously, purposefully, comprehensively, using a systematic

approach, implemented through the system of functions of personnel management, realized by relevant structural units, reflected in the legal and regulatory framework, in the mechanisms (procedures) of personnel work, in the overall process of managing the process of their professionalization and development of professional mobility.

Behavioural approach can be combined with other approaches, including socio-cultural, when the aim is to create the typology of professional environment in accordance with the types of culture of a government body (organizational culture). The basis of the behavioural method, in our opinion, should be based on the following paradigms:

1) professional activity has a personal dimension;

2) the dominant motives of professional behaviour are both a degree of formation of a complex of psychological, internal motives (value-based, demand-motivational qualities), the formation of which is in close interaction with the complex of competencies, including professional culture (cultural mobility), which is comprehensively reflected in the activity characteristics of staff;

3) essential factors in the process of forming the appropriate personnel behaviour are characteristics in professional environment that are important in the process of developing personnel professionalism and professional mobility, among which professional education is of particular importance;

4) phenomena in professional development can be measured quantitatively, which involves the use of quantitative research methods.

The *process approach* (A. Fayol) includes understanding of management as a universal process, which consists of certain managerial functions, such as planning, organization, management, coordination, and control. Subsequently, the number of functions expanded to motivation, communication, assessment, decision-making, recruitment, negotiation, and making agreements. From the standpoint of the process approach, management is a series of

continuous interrelated actions, i.e. a set of specified functions, while an organization is considered outside the environment (Voronkova, 2008, p. 39). I. Cherleniak sees the main difference between the process, functional, and structural approaches that the former is oriented not on the function, not on the organizational structure, but focuses primarily on the processes of creating intermediate or final forms of the product (products or services that are valuable to external or domestic consumers).

From our viewppoint, we can state that this approach is based on the combination of separate management functions in certain management processes, this approach verges on the notion of 'activity'. At the same time, the system of governance of a public authority is oriented to the management of each productive process in particular, and on the interaction of productive processes in an organization as a whole. In the process approach, there should be a system for assessing the quality of each productive process both individually, i.e. autonomously, and in the size of the organization as a whole, and for the entire set of productive processes (Cherleniak, 2010, p. 269). In this case, process, activity, and functional approaches to the definition of 'professional environment' concept only complement each other. The complex of certain functions combined around the task of the mission, providing directions of activity, achieving current and strategic objectives, results both in the management of the public authority and its staff is an important feature and advantage of the process approach.

In the research of professional environment, the *comparative method* should be widely used. This method involves comparing objects that have similarities (of existing professional environments) in order to identify their common features and peculiarities. The use of the comparative method makes it possible to find common and specific in the organization of professional and official activities, to foster fruitful research and use of the experience of different professions, social-professional (professional) groups and communities.

The *system method* considers professional environment as a holistic one, organized with varying degrees of complexity, a relatively self-regulating mechanism that constantly interacts with the environment through the "input" and "output" of the system. The system method helps to assess professional environment in accordance with different criteria (procedural, normative, activity, behavioural, and performance criteria, performance of certain functions, tasks or their totality) and on this basis make specific managerial decisions. Only using the systematic method, one can understand the changes in professional environments of different spheres of professional activity in the state, as well as directions and the situation of their further development.

S. Tikhonina made a significant contribution to the research of the scientific problem of professional environment of public service. The researcher hypothetically represents the whole complex of numerous conditions that make up the structure of professional environment of the public service in the form of two subspaces, combining, on the one hand, institutionalized and formalized conditions of professional environment (regulatory, organizational, managerial, information, financial etc.), and on the other hand, its unformalized conditions (professional-mental and socio-psychological) (2006).

So, firstly, S. Tikhonina's scientific achievements prove our opinion about the possibility of using different methods and techniques in defining 'professional environment' notion. S. Tikhonina's research indicates the need for the existence of structural units of public authorities to form, at least, regulatory, organizational, managerial, informational, financial, and others conditions of professional environment (structural approach). These conditions are the 'norms' of professional environment existence (normative approach); they determine the necessity of the existence of appropriate professional environment functions (functional, process approaches); and functions, in their turn, should be aimed at supporting, and developing similar processes

(regulatory, organizational and managerial, informational, financial, professional-mental, social-psychological, etc.) (procedural, action approaches); while the definition of professional-mental, and socio-psychological conditions of professional environment point to the use of the behavioural method. In general, the structure of professional environment given by S. Tikhonina has signs of a successful use of the system approach.

Secondly, professional environment can have formalized and non-formalized characteristics. From the standpoint of normative, procedural approaches, this means the need, at a minimum, for the following general functions in the management of personnel: the functions of planning, organization, management, coordination, control; as well as specific functions, such as normative-law-making, administrative (or organizational and managerial), social, informational, financial, etc. Thus, from the standpoint of solving the problems of direct formation and development of professionalism and professional mobility of public authorities, the following functions and corresponding structures are important: the subsystem of selection of personnel; subsystem of professional orientation of working personnel; subsystem of professional motivation of personnel; subsystem of professional adaptation of personnel; subsystem of professional activation of personnel; subsystem of professional education (training) of personnel; subsystem of professional mentoring of personnel.

Thirdly, the formation of personnel professional-mental and socio-psychological qualities identified by S. Tikhonina, on the one hand, is not subject to complete regulation by legal, organizational, managerial, informational, and financial functions. Let us suppose that this conclusion is based on the recognition that employees will equally carry on the service all of the complexes of behavioural repertoire, worldview, national culture, and mentality. However, from the position of imperativет public service, the definition of public service as a socio-cultural, cultural, legal, and professional institution, these conditions (professional-mental and social-

psychological) cannot be formed in it spontaneously. Such signs of public service as its culture, the culture of a public authority, professional culture of its employees, the process of formation of socio-psychological qualities in the composition of professional qualities cannot but fall under the influence of formal conditions of professional environment defined by S. Tikhonina, since moral qualities of public authorities staff should be constantly evaluated by the management.

Thus, professional environment (as an object of management) is an important means of ensuring the implementation of external and internal general and specific functions of public authority. It is the most important condition of administrative, organizational, managerial, legal, procedural, functional, activity, social, informational, technical, financial support and reproduction of value-based (social-psychological, mental) and competence of personnel. Moreover, its activity characteristics (operational sphere professionalism) as a subject of labour and management in the process of its professionalization and the development of professional mobility as one of the general or specific function of professional environment.

4.2. Possibilities of typology of professional environment of the public service

One approach to defining the types of professional environ-ments is an approach based on a wide range of cultural classifica-tions of organizations and other approaches that are similar to this one. Classification of professional environments can be carried out according to the *classification of cultures of an organization based on values*. Such an approach appears in combination of types of organization cultures with a specific professional environment of an organization, the government authority, or the enterprises, which are analyzed and evaluated. Thus, K. Cameron and R. Quinn identified four types of 'organizational cultures' that differ in a certain set of

values: clan, adhocratic, market, and hierarchical (bureaucratic) (as cited in Khaiet, Ieskov & Khaiet, 2003, p. 257). Commenting on this approach, we would point out that the hierarchy in professional environment of an organization does not always mean bureaucratic management style, although bureaucratic style of thinking and management involves a hierarchy. The hierarchy is inherent in all the administrative structures, but the degree of their hierarchy is different, as well as the degree of centralization of powers in the head of state, in the branches of power. The degree of administrative influence in the state can be very different and have different centers of influence, formal and informal leaders, or can have a very different political configuration. Bureaucratic culture, in our opinion, can be both clan and hierarchical at the same time. Obviously, therefore, K. Cameron and R. Quinn indicate that in most organizations, signs of all types of cultures are used to varying degrees, although one of them may be dominant (as cited in Khaiet, Ieskov & Khaiet, 2003, p. 257). Consequently, from the point of view of the classification of organization cultures, we can conclude that public administration, and especially the professional environment of public service and public authorities, may have dominant characteristics within the hierarchical bureaucratic culture (*hierarchical-bureaucratic professional environment*), and other professional environments in other spheres of professional activity can be characterized as *clan, adchocratic, or market*. By the way, certain professional features of local self-government can be characterized by certain market characteristics.

Obviously, taking into account the conventionality of the typology of organization cultures presented by Cameron-Quinn, a group of researchers led by G. Khaiet, on the basis of generalizations of previous surveys on management, offered a 'more complete typology' that includes seven types of organizational and managerial culture (Khaiet, Ieskov & Khaiet, 2003, p. 264–265), which can be used in the process of identifying a particular type of professional environment:

1) *professional environment of the government* (when it is based on the power of ownership or 'power-charisma' associated with the personality of the leader, when everyone executes the order);

2) *professional environment of roles and rules* (in which everyone is defined by instructions and documents, each employee performs what is provided for by their role and rules);

3) *professional environment of collective leadership* (strategic decisions in such an environment are taken by the boards; the supervisor-member of the council exercises executive power);

4) *professional environment of a large family* (environment with Japanese management in the basis, which is characterized by paternalism, friendly environment, mutual respect, and hearing of the elders);

5) *professional environment of creative teams* (which involves the organization of creative teams and orientation to innovation);

6) *professional environment of 'stars'* (which has a pronounced orientation towards the 'stars', i.e. some bright, weakly managed individuals);

7) *professional environment of tasks* (in which management is carried out through setting the goals and objectives, however, employees themselves decide on the methods of their realization).

Thus, the given classification has all the possibilities for characterization of various professional environments, which at present have developed at various levels of public authority. In our opinion, such types as collective leadership, creative teams are determined by the style of leadership formed in the public authority. The emergence of professional environments with this type of culture of the public authority is determined primarily by the style of management of leaders when the leader is either a 'liberal', 'democrat', or 'autocrat'. Creative teams can be made up in small structural subdivisions of public authorities according to their activities. The type of large family is inherent in modern Ukrainian politics, when officials are often appointed on the basis of party affiliation, family ties, proximity to influential politicians, the head

of a public authority, etc., on a number of influential and not very influential positions. The type of large family points to the principle of 'family' in the formation of professional environments, as the main in the work with personnel, for example, modern state service, when non-institutional channels of selection are used. The type of 'stars' is often observed in the professional environment of higher (central) and local authorities of the state executive and local self-government bodies when the 'star' is de jure or de facto a political position.

The typology of professional environments may be developed on the basis of classification of organization cultures, that is grounded on the definition of the foundations of power (V. Vesnin, V. Ouchi (as cited in Bandurin, 2005, p. 502–503). In this case, professional environments will have the following features:

– *market*, characterized by domination of professional environment of value relations and profit orientation, where the source of power is ownership of resources;

– *bureaucratic*, based on the dominance of rules, regulations, and procedures in professional environment, while the source of authority is a position;

– *clan* (which complements the previous ones), which is based on the internal values of professional environment of an organization and directs its activities, where the source of power is tradition.

Hense, drawing a brief conclusion on the classification of W. Ouchi, which has much in common with the similar classification of K. Cameron & R. Quinn, we state that market, bureaucratic and clan cultures may be inherent in professional environments of state authorities, local self-government, which have their own state and municipal property, and can develop a local community by gaining profit from it, while pursuing various private business interests.

Typology of professional environments can be carried out on the basis of *types of organization cultures from the point of view of the specificity of behaviour and its motivation*, also inherent in

various professional environments (D. Crowle) (as cited in Vesnin, 2007, p. 503–504):

– *bureaucratic professional environment* based on the idea of a strong formal power and rationality, expressed in formal communication, functions, rules of responsibility, subordination of personality to the interests of the organization;

– *organic professional environment* is based on the agreement of all employees with the general idea, goals, norms of professional environment, ignoring chronic problems, isolation from the outside world. The activities of personnel in such professional environments are highly specialized, based on organizational procedures with a high degree of regulation and minimal intervention by the administration, which sets only the main goals and parameters of work. We emphasize that this kind of professional environment is often observed in the public service of Ukraine, which does not experience reforms, works in conditions of high turnover of personnel, the existence of formal and informal leaders, non-authoritative bosses;

– *entrepreneurial professional environment* (see market);

– *partisipative professional environment* is characterized by the fact that in this environment the majority of employees actively interact in a team, organically combining personal and general goals, jointly analyze problems and make decisions. Their functions and responsibilities vary depending on the situation and the priority tasks, and the interests of an organization and individuals are agreed on the basis of the contract. The complementarity of staff in such a professional environment ensures the most effective use of knowledge and skills of people. Conflicts are maintained, communication is free, information is open. Since each person is unique, standard management approaches do not work here, but are specific to the individual and the situation. This culture corresponds to the concept of command management. It should be noted that this kind of culture in professional environments is sometimes found in the public service of Ukraine, where the role of the leader remains the most important factor in the small business units.

The typology of professional environments can be based on a *model of culture in the coordinates of the types of interests of the organization's survival, i.e. the desire of employees for the reliability of the situation and expression* (R. Harrison, 1972) (as cited in Vesnin, 2007, p. 504–505):

– *professional environment focused on power*, seeks to dominate in its field, conquer weak competitors, control over resources and personnel. The environment is based on external influences, is not flexible and cannot work efficiently through hierarchy and bad communication, but stable in critical situations. [The features of such environments are inherent in councils of different levels – *authors*];

– *role professional environment* (a bank, insurance company) is characterized by: rationality and order; hierarchy; contractual type of relations; perfect distribution and impeccable compliance with duties, rights, and privileges; predictability and stability. In our opinion, role organizations are poorly adapted to change through the tightening of procedures, rules, numerous reciprocity. Such a professional environment is characterized by a 'hidden', 'implicit' culture;

– *problematic professional environment* is inherent in organizations, where success comes first, and everything is subdued to it. Therefore, any obstacles are eliminated, and personal needs and social considerations are ignored if they are not satisfied with the organization. Here everything is in motion, and therefore there is a great role of knowledge, ability, and creativity. An organization with this environment is well adapted, especially to the immediate environment, due to reliable communication and consultants;

– *professional environment that focuses on employees*, sets organizations to meet their needs, coordinating their goals with the needs. This environment is characterized with strong collectiveness, mutual support, and professional roles are distributed on the basis of personal preferences and individual characteristics of people, but internal integration is minimal. Such a type of culture inherent in research structures can also be formed in the public service.

Six independent "measurements of the culture of the organization" were proposed by G. Khofstede (2002, p. 313): a process-oriented culture, compared to a result-oriented one; oriented towards activity versus employee-oriented; professional versus workshop; open system in comparison with closed; with rigorous control compared to weak controled; pragmatic compared to normative (which involves assessment). Types of professional environments can be similar according to the defined by G. Khofstede 'cultural measurements' that dominate in them.

In addition to the term 'organizational culture', the term synonymous 'corporate culture' is often used. Thus, typology of professional environments can be based on the characteristics of corporate (in-house) culture. Based on the characteristics developed by V. Muzychenko (2003, p. 48), it is possible to identify professional environments that are distinguished from each other by visual regular forms of behaviour, environment norms, values that dominate in the environment; the philosophy of the environment; rules of the environment; the organizational climate of the environment. V. Lukianihin's multilevel understanding of the culture of an organization ('superficial culture', 'values' and 'postulates of faith', the level of 'world-perceptible values' (2004, p. 85), provides the theoretical foundation for the typology of professional environments according to the 'superficial level' of professional environment, 'reference values' of the professional environment, 'world-accepted values' of the latter.

The classification of professional environments can be based on the classification of corporate cultures suggested by M. Vinogradsky and others (2006, p. 64): adaptive (entrepreneurial); culture of strategic task; clan; bureaucratic; club (centralized); temple; target (focused on specific results); existential (pinpoint), combining individual stars that form a close circle; as well as the types of cultures of organizations developed by Americans Deel and Kennedy: the culture of trade; profitable operations; administrative; investment.

Another approach to defining the types of professional environments can be based on 'independent local subcultures': individual spheres of activity (production, sales, services); types of activities (management, labour); material factors (working conditions); interpersonal relations; social groups (managers, specialists, workers) (Abramov, 2000, p. 494). *Cultural archetypes* may be the bases of the typology of professional environments (Bazarova & Eremina, 2007, p. 19–21): the culture of consolidation, confrontation, competition, and co-operation.

Typologization of professional environments can be based on the classification of management styles in public administration. The style of management, like other components, is part of the content of professional behaviour (Honcharuk, 2012) and the professional culture of public officials. On the other hand, the combination of these styles, or one, prevailing style can be considered one of the characteristics of professional environment of the public authority. For example, R. Voitovich classifies the styles as follows:

– *directory* (or administrative-directory). It is characterized by the fact that in the professional environment an excessively centralized power exists, there is a constant interference of the head in work of the subordinates, strict control over the execution of their orders, which is accompanied by the imposition of administrative penalties;

– *collegial* facilitates in professional environment the discovery of creative activity and freedom in the performance of certain managerial tasks, promotes satisfaction of creative and professional needs of subordinates, ensures effective functioning of the management apparatus. [In other words, such a professional environment is inherent in the 'culture of collective leadership' (Khaiet, Ieskov & Khaiet, 2003, p. 270) – *authors*];

– *liberal* differs from the two previous ones by the absence in professional environment of any individual responsibility for the adoption of certain decisions, characterizing the lack of initiative,

complacency, lack of principles of a leader (Voytovych, 1999, p. 197–198).

One can work out the typology of existing professional environments according to such a criterion as *professional orientation of the mind of employees in professional environment*. This feature of personnel equally points to both the peculiarities of the formation of their professional culture and competency qualities. So, taking such a mindset as a basis of classification, elaborated by the Russian researcher A. Markov, professional environment may differ from others by mathematical thinking and mindset; theoretical, practical, reproductive, productive, visual-figurative, verbal-logical, visual-kinetic, analytical (logical), intuitive types of workers' thinking (2002). All these types of thinking can act not only as characteristics of personnel professional thinking, but also as characteristics of a particular professional environment in which they work and the quality of which they determine. In this situation, there should be the majority of people who have this type of thinking. So, in many spheres of professional activity, there is a great role of practical, visual-kinetic thinking. However, their peculiar combination, depending on the object, means, conditions, the result of professional activity can cause specific types of professional thinking, namely operational, managerial, pedagogical, etc. But the improvement of professional thinking can consist only of its specifications, legal regulation and the definition among the goals of professional selection and further professional development of certain categories of staff.

Thus, professional environment specifies a set of the most diverse combination of conditions for the pursuit of professional activity. The proposed complexes of professional environment characteristics relate mainly to the conditions of professional activity that are de facto formed and which are determined spontaneously or purposefully formed by the cultures of organizations dominant in their style of management, the types of mental activity of employees. However, the list of criteria for the typology of professional environments cannot be considered settled, because

each type of professional activity, especially the selection and career (professional-positional) development of personnel in different professional fields has its general and specific features.

From the standpoint of public service, the specific feature of which is imperativeness, we think it is logical to consider professional environment in the context of its structural and functional orientation, the purpose of which is to create a variety of conditions for the development of personnel to form a defined set of value-based and competency qualities, which should correspond to the official competence of a public servant. In the context of this study, the culture of public authorities and, accordingly, professional culture of public servants should not be formed spontaneously, gaining the most diverse features, but should be clearly understood, standardized, unified by the standards of professional activity, professionograms, and other normative documents in accordance with official competence.

To accomplish this task, we need the features of professional environment we proposed. Their analysis has proved their close interconnection and the complex action in the process of influencing the complex qualities of the individual value-based and competence areas, in other words influencing the quality of staff as an object of professional environment of public service, or the public authority. The functions of professional environment of public service, the public authority should be implemented through the functional load of institutional channels of the process of personnel professionalization (selection, annual assessment, attestation, competition for a higher position, rotation, internship, system of training, retraining and advanced training), through activities heads of public authorities and structural subdivisions dealing with personnel.

Part 5
PROBLEMS OF PROFESSIONALIZATION
OF PUBLIC SERVICE AND THE APPROACHES
TO THEIR SOLVING

5.1. Professional competency of a public servant: in search of systematic understanding of the concept

A great number of studies, devoted to the problems of internal content of professional competency of civil and public servants and its formation in the process of professional activity of employees of public authorities, has been carried out in the science of public administration. Researchers rightly warn that episodic attempts to gain managerial competency only lead to half-competency (incompetency), and a society, which economizes on professional managers, will never achieve a social breakthrough (Oluiko, 2004, p. 64). The orientation of the public service on personnel professional development on the basis of competency approach, enshrined in the new version of the Law of Ukraine "On Public Service" and a number of by-laws (Про затвердження Методичних рекомендацій, 2012), indicates the relevance of the scientific and practical problem of the content (construction) and formation of professional competency of public authorities, state bodies in particular.

The scientific works of the Ukrainian scientists N. Honcharuk, T. Lukina, N. Lypovs'ka, O. Melnykov, V. Oluiko, S. Seriohin, S. Khadzhyradieva, V. Soroko, I. Nyniuk, O. Martseniuk, etc. are devoted to various aspects of the problem of professional competency of public servants. Consideration of such quality as professional competency throughout the prism of the structure of personnel professional mobility provides, in our opinion, a more systematic understanding of this phenomenon, both in terms of the connection of professional competency with other basic qualities of personnel in the process of its formation, and in terms of the directions of influence of a professional environment of the public authority on this process. The development of the theoretical

bases of a systematic approach to the processes of formation of professional competency, professionalism, and other professional qualities allows to improve the practice of forming professional competency in a complex with other qualities in the process of professional development of public servants from the standpoint of object-subjective interaction of a public servant with the professional environment.

Taking into account the basic concepts of pedagogy and psychology, in general terms, the internal construction (content) of professional competency consists of relevant *knowledge, skills and abilities*. Quite often 'competency' is called 'competence' and vice versa. In terms of content, the word 'competence' often includes two components:

1) the scope of authority of any institution, body or official;

2) a range of issues in which a certain person has knowledge and experience.

The word 'competent' is one root with the word 'competence' and means "capable, appropriate, the one who has competence, and who is knowledgeable, conscious in a particular area". Competency is a derivative of competence. Competency did not lose conformity, its main sign, but it began to characterize the subject of management in terms of their knowledge and abilities [and skills – *authors*], which make it possible to perform management with greater or lesser effectiveness, first of all, due to the possession of their relevant knowledge and experience (Okhotskiy, 1998, p. 497). Consequently, comparing the content of the official competence of a public servant (their functions, tasks, professionally important qualities, including professional competency, i.e. what they should possess) with the present degree of formation of the indicated qualities, the requirements of which are contained in a rather extensive list of normative legal acts on undergoing public and other services in Ukraine, we can state whether it is a competent worker or not.

Actually the full amount of professional competency of a manager, which can have a general and special (specific) part, should

correspond to the competence of a manager. The application of the competency profiles of the personnel in the public service of Ukraine indicates that professional competency is considered a starting point in the process of formation of personnel professionalism, since it is believed that professionalism of the personnel is based only on professional competency. We do not consider such an approach to be completely systematic, since a public servant, as well as a public official, should have formed professional culture, the ability to professional training and develop their own professional experience in addition to their professional competency. Professional competency in combination with a set of other qualities indicates the formation of professionalism, professional mobility as a quality of personnel. And can it be possible in such a situation to restrict the requirements to a public servant only by the profile of competency and job description? The answer is yes, but with the understanding that the formation of professional competency does not occur unambiguously, but, from our point of view, simultaneously with the formation of the complex of so-called competency qualities, formation of which, in its turn, proceeds in conjunction with the complex of value-based qualities.

Understanding the internal structure of professional competency of an employee, as well as the process of its interaction with other competencies of the personality structure is relevant not only for government officials, but also for subordinates, who also do not always realize what their professional competency and professionalism are. For instance, in the Kharkiv branch of UAPA (1996-1997), during the questioning of the students of the advanced education department, one of the questions was formulated as follows: "Name, please, the main qualities that you think a public servant should have". Responses offered the following:

– competency, professionalism;
– decency, honesty;
– strictness, adherence to principles;
– patriotism;

– education (intelligence);
– organizational abilities;
– high culture, intelligence;
– humanity, sensitivity;
– patience, self-control (Chernetskiy, 1997, p. 40).

The compilers of the questionnaire did not associate professional competency and professionalism with such integral components as education, abilities (including organizational) and high professional culture. Actually, the professional culture of an employee includes decency, honesty, strictness and adherence to principles, intelligence, self-control, even patriotism and other qualities. On the other hand, all of these qualities are professionally important, and they also affect the formation of the overall structure of an employee's professional qualities. The questionnaire, the answers of public servants and the analysis of other sources give rise to doubts as to whether public servants themselves understand the internal construction of their own professional competency, professionalism and their structural (essential, meaningful) and operational (functional) manifestations.

We will substantiate the approach to the formulation of the content of the employee's professional competency, based on the definition of the complex of value-based and competency qualities of personnel, the formation of which is in interaction. As noted above, scholars have given many variants of interpretation of the internal content (construction) of professional competency. E. Garber writes on the topic of professional competency as a system (as cited in Okhotskiy & Ignatov, 1998, p. 510). T. Lukina (2006) defines the professional competency of a public servant as a measure of compliance of their knowledge (authority) in matters of public administration and the formation of skills for its implementation with the requirements to the professionals in this field (p. 377), obviously, considering knowledge as the possession of professional knowledge. T. Savchenko determines the development of competency through the availability of basic education of the corresponding level, length

of service and work experience, learning ability, etc. (2004, p. 42). V. Voronko referred professional knowledge, skills and abilities to the basic elements of professional competency (2002, p. 39). Professional competency as the necessary system of professional competences is considered by T. Nedashkivska (2007, p. 104). Consequently, these opinions suggest that a person's qualities that determine their professional competency can be defined within the framework of its traditional construction, such as knowledge, skills and abilities, as well as in combination with other professionally important qualities, the list of which is sometimes very different among scholars, which complicates the general understanding of the content (internal construction) of professional competency. Qualities that constitute professional competency can be both predominantly congenital and developed by a person over time in professional activities, and have different degrees of formation or manifestation. That is why the biggest problem in the regulatory and legal provision of human resources processes both in the public service in Ukraine and in other professions is the answer to the question: how to normalize the standards of professional competency, given its complexity and dynamism?

T. Filipova's own list of operational (functional) manifestations of professional competency of public servants is defined as the ability to efficiently carry out specific activities in the field of public administration, which are defined within the competence of a public servant as an official, who is characterized by a high level of professionalism (2006). Knowledge and skills did not fall into this definition from the standpoint of the internal construction of professional competency. T. Filipova's opinion is complemented by I. Nyniuk (2005), who says that competency is a degree of the manifestation of professional experience, specific to a public servant within the competence of a particular position (p. 48). Consequently, I. Nyniuk points out the mutual influence of the personnel professionalism, professional competency and professional experience in the process of forming the whole complex of their

competency qualities. Knowledge as a component of professional competency gets only into the criteria for evaluating the professional competency of public servants proposed by T. Filipova: knowledge of the general foundations of the socio-economic structure of the state, knowledge of the foundations of the administration of the public sector, understanding of the social role function of a public servant. She divides it into managerial-communicative and regulatory-emotional competency (Filipova, 2006, p. 36). In our opinion, the value of communicative competency has been overstated in the above list, while, for instance, legal, political, economic, cultural and other competencies were not included into the professional competency of a public servant, and the actual knowledge, as the basis for the formation of skills and abilities, also remained neglected. Knowledge of the code of conduct, for example, does not mean that it will be automatically kept by an official in the performance of their duties. Behavioral aspects of the personnel, like all other aspects, have both competency and operational (functional, procedural) manifestation.

We emphasize that the formation and development of professional competency of the personnel includes certain institutional channels, procedures for personnel assessment (evaluation, attestation, exams, etc.), its external professional motivation (stimulation) within the control function, along with other factors such as professional orientation, adaptation, activation and education. According to M. Nyniuk, the definition of the level of competency of a public servant includes verification of compliance with the general rules of conduct, patriotism, assessment of personal moral virtues (justice, diligence, responsibility, honesty, benevolence, tolerance, tact, etc.); a personal example of the head becomes the stimulus of professional activity in the public service (2003, p. 561). Professionally important qualities of a public servant, mentioned by M. Nyniuk, relate primarily to their *professional culture*, which, on the one hand, forms the professionalism of the

personnel, and on the other hand, cannot be the only criterion for assessing professional competency.

In the scientific literature, along with the discussion of what professional competency consists of, the process of determining the most important professional qualities of a public servant, or so-called 'the ideal of their activities', continues. The importance of a detailed study of the status of a public servant, the scope of their competence is pointed out in order to define their professional competency more clearly. It is justly noted that, in its present form, it [an ideal, a model of professional activity – *authors*] is unlikely to exist as such (Ignatov, 1997, p. 167). It is likely to be stated that the professionally important qualities of the state and public servants developed by science can hardly be called as those that can be used in practice. In our opinion, this is due to the fact that the profession and professional activities of civil and public servants are complex, and therefore, any attempt to make the most complete description of them is doomed to failure.

The EU Member States searched for a method aimed at ensuring basic requirements for a post or a type of a post, and a decent evaluation of the merits of civil and public servants in the process of career development is a prerequisite for the professionalization of the service (Rozvytok efektyvnosti i profesionalizmu u derzhavniy sluzhbi, 2000, p. 66). According to expert research, in the Russian Federation for those, involved in junior public positions (specialists), such qualities as discipline, teamwork skills, ability to study [professional learning – *authors*], loyalty, dedication and responsibility are particularly important. Professionalism is not obligatory for newly recruited employees (Monusova, 2004, p. 63). In our view, this approach is logical, for example, with respect to graduates just out of higher education establishments, whose professional skills, abilities and experience can be formed over time. Experts said that it's easier to teach people something than to work on their re-training <...> professionalism can be developed. This opinion was especially noticeable in those departments of ministries

and offices of the Russian Federation, where there is a demand for specific skills that can be obtained only in the workplace (Monusova, 2004, p. 63). Most often, professional competency is considered by scholars as the basis of professionalism. However, from our point of view, this basis should include, at a minimum, professional culture, professional learning and professional experience. The formation of these qualities of personnel lies in the interaction of these qualities with each other. For example, you cannot create a high and stable level of professional culture without professional experience, and vice versa. The logic of the reasoning for such a view on the content of professional competency is indicated by the opinion of well-known acmeologists, who call professional competency the main cognitive component of the subsystem of professional activity (Derkach, 2004; Lipovskaya, 2009).

Models of competencies, containing complexes of various qualities, have a close connection with the complex of qualities of personnel, which we consider to be their 'competency qualities'. They may be talents and abilities; professional knowledge, skills and abilities (actually professional competency); the qualities inherent to the professional culture (in its normative form), the qualities that indicate the formation of professional experience; professionally important qualities; qualities that indicate the formation of professional learning of the employee. Competency models are often created by academics separately and beyond certain competences, and are not related to posts, but to occupations as a whole.

As it has been pointed out, in Ukraine it often happens that the accumulation provided by researchers is not always systematized, understandable, systematic, but that of normative-legal acts on passing the public service, the list (profile) of various professionally important qualities that are required by the professional competency of a public servant. On the one hand, researchers emphasize the need for a systematic study of requirements for public service (Dyomin, 2001, p. 82). But on the other hand, they argue that the requirements

for professional competency are dynamic (Lukina, 2006, p. 377). The specificity of public service, as a profession that affects many managerial sectors, is dynamic, depending on the pace of society's reform and the speed of change in it. In the meantime, it is worthwhile to standardize the numerous normative legal acts of Ukraine that contain requirements for the qualities of public servants, since there are many such requirements.

In our opinion, profiles of competence, in addition to describing actually knowledge, skills and abilities, should take into account the complex of such value-based qualities of a candidate and an employee which indicate the psychophysical capabilities of a person, their natural qualities (abilities), or, in other words, professional potential, resources, and professional capabilities of a person. Another problem is the creation of competency profiles and how to reflect in them the same dynamics in the formation of professional competency in the process of professional development of a public servant. The indicated problem is not new among scientists' discussions. Each level of management submits its requirements to the skills and knowledge of an employee involved in carrying out a particular work or program implementation (Skoromniuk, Protasova & Ponedilko, 2000, p. 15). Some scientists rightly state that professionalism is not abstract (Nyniuk, 2005, p. 48), and hence it should have a specific content, a list of qualities and evaluation criteria, which can allow to evaluate different degrees of formation. Other scientists point out the need to introduce monitoring of professional growth of public servants, the development of clear criteria for evaluating the work of each employee and unit (Kotukov, 2005, p. 222), high sectoral professionalism (Nyniuk, 2005, p. 47). Indeed, since 1920 in the UK, among all managers there has been a three-tiered classification for management, executive and clerical. Apart, and in addition to these three main general classes, there are some other classes (professional, scientific and technical specialists). There is a large group of support staff (operators of technical facilities, couriers,

and cleaners) (Ozirska, 1999, p. 25). The given differentiation of positions once again proves the necessity of individualization, specification of the requirements for the professional competency of a public servant depending on their place in the public service structure, points to the importance of the competency of the head of personnel management, so that the profiles of competence and their use were not formal but promoted the process of professionalization of subordinates, their professional qualification and professional development.

In our opinion, a set of individual 'clusters of competencies', such as projective, organizational, managerial, executive and technical, is suitable for use in the professional assessment of the existing professional competence, during the planning of the content of advanced training, self-education, and the definition of the content of internships for public servants. 'Clusters' should have a set of 3–6 core, closely related competencies (competences). For this purpose, it is best to fully systematize typical tasks (types of work) carried out by public servants.

In the process of compiling various types of 'profiles' it is worth structuring those competences (competencies) that can be measured (observed), taught and can have certain manifestations. It is also worth structuring competencies so that they are easier to be used in professional and educational activities. In accordance with the normative and legal principles of the activity of a public authority, 'profiles' should be supplemented by behavioral aspects (description of the desirable professional conduct, and the desirable manifestations of professional culture). In the opinion of S. Widdet and S. Hollywood, that is worth special attention due to the recognition of the fact of the combination of competency and behavioral aspects in the process of professional activity of the personnel, competencies can be defined through the standards of conduct. From our point of view, it is worthwhile to reflect in the 'profile' value-based (internally motivational, demand-motivational), professionally important qualities, for instance, self-esteem and other qualities, that

are important for employees at work, as well as values, norms and principles of a public authority.

Thus, emphasizing the importance of scientific research of the authors mentioned, we define professional competency as a cumulative, final result of the interaction of all elements of the personnel professional mobility structure, its objective and subjective factors. This is the result of the influence on a public servant of the complex of qualities of their value-based sphere: the formation of their professional intentions, calling, interests; professional orientation of a person, their professional suitability and ability to work, professional satisfaction; as well as the formation of their qualities of competency sphere: professional learning; professionally important qualities, professional culture, and professional experience (subjective factors). The process of professional competency development, which has its individual dimension and an expression in professional activity, is in the dialectical unity with the professional environment of the public service, namely, mechanisms, means, techniques and content of professional orientation, selection, adaptation, motivation, activation, upbringing, education and training (objective factors). Special role in this process is played by institutional channels for professional development (selection systems for public service, professional assessment, vocational education and training, self-education, personnel reserve, internship, rotation, occupation of vacancies, promotion). Professional competency, along with professional culture and professional experience, is the basis of professionalism and indicates the level of individual professional mastery, the level of formation of professional knowledge, skills and abilities of a public servant.

Professional competency, which can be fairly perceived as a relatively autonomous quality of an individual, is actually formed in the structure of the individual in conjunction with other their qualities, which also have a competency nature (can be formalized as knowledge, skills and abilities), and that we

conditionally united into competency qualities. Therefore, the requirements for professional competency can be determined through the capabilities, abilities, professional qualities, professional experience, even through the requirements for the professional culture of an employee. But, in its turn, the formation and development of competency qualities occur in combination with value-based qualities, reflecting, according to A. Markova, the motivational sphere of professionalism. The complex of competency qualities can be considered and evaluated both from the standpoint of the competency approach (their internal construction (content)) and through the activity (procedural, functional, operational) aspect. Professional experience, as well as other qualities of an employee, is also formed in the process of professional activity.

Professional evaluation of public servants should combine the requirements for their professional competency (competency and operational spheres of professionalism), fixed in the profile of competences, with procedural, activity, functional (activity sphere of professionalism), enshrined in the job description.

5.2. Personality aspect of professionalization
of a public servant

Entrenching of democratic principles of production organization and humanistic theories about the role of labour and personnel management, that began to emerge in the 70's of the 20th century in industrially developed countries of the world, has led to a significant enrichment of the concept of professionalization of an individual. There is a broad generalization of the empirical experience of the management process in general, and the process of personnel management in particular. A number of issues remain controversial, in particular with regard to the spheres (internal structure and construction) of personnel professionalism, the content of the professionally determined structure of an individual,

the factors and stages of the process of professionalization. Relevant scientific developments on the problem of professionalization of personality belong to A. Markova, O. Turchinov, E. Zeyer, Ye. Klimov, S. Druzhilov, E. Morgunov, T. Bazarov. The indicated scientists have created a sufficiently strong scientific foundation, which allows searching various aspects and features of the personal aspect of the professionalization of public servants – workers of a specific professional group.

The study of the theoretical foundations of the personal aspect of the public servants' professionalization, the definition of the subject-object approach as a perspective direction of the study of the process of public servants' professionalization, the development of a systematic approach to determining the content (directions), stages and factors of the process of professional socialization, professional formation of employees of this professional group; the development of a professionally determined structure of the individual, based on the author's structure of professional mobility of personnel, all this remains topical.

The interaction of personality and profession, personality and specific professional (micro) environment, based on the subject-object approach, is increasingly considered to be the basis of professional formation. The indicated statement of the problem is especially topical for professional activity in public service, when imperative constitutes its leading principle, and the professional environment is too influential on the content and effectiveness of the processes of professionalization and professional activity of public servants. In the process of mastering the profession and, especially, the performance of professional activities, structural and qualitative changes occur in the personality traits of an employee of a public authority and in the structure of the very professional activity; and gradual professionalization of an individual, from the theoretical point of view, should lead to a change in the nature and content of the profession itself. So, we must admit that changing the nature and content of the very profession of a public servant depends not

only on the changes in the legal and organizational (procedural) conditions of its performing, but on the direct activity of public servants themselves, on its activity and procedural characteristics, its performance and efficiency.

Entering the profession and its mastering are accompanied by professional socialization, which includes the internal process of professional adaptation, motivation (and self-motivation), activation (and self-activation), professional assessment (and self-assessment), professional training (and self-training), professional education (and self-education), the place of application of personal qualities and opportunities, own place in professional stratification, application of personal skills and abilities, personality traits, learning, knowledge, skills and abilities for the purpose of forming professional competency, professional culture, along with professionalism and professional mobility. In the process of entering the profession, a public servant gradually enriches their professional experience in close connection with the formation and development of a complex of value-based qualities (the motivation sphere of professionalism, as its components perceived by A. Markova) and the competency qualities that are being implemented by an employee in their professional activity (operational sphere of professionalism, as its components perceived by A. Markova). It is worth reminding that A. Markova refers work orientation, labour and professional interests, professional intentions, readiness for work and the choice of profession to the motivational sphere. To the operational sphere she refers knowledge about work and profession, knowledge about personal qualities, necessary for the profession and personal availability of these qualities; work skills, ability to test their forces at the stages of choosing the profession, as well as overcoming mistakes in work activities (such as, for example, loss of purpose in work, distraction to other activities, dominance of reproductive activity, lack of transfer, misuse of trial and error instead of conscious choice of behavior strategy, etc.) (Markova).

The state of the motivational sphere of human professional activity, summarized in another work of A. Markova (1996), indicates what motives encourage a person, what is the meaning of professional activity in their life, what goals they personally strive to achieve, how satisfied they are with their work, etc. The state of the operational sphere of professional activity of a person indicates how they achieve their goals, which technologies they use, which means (knowledge, thinking operations, and abilities) they apply (p. 5–6).

In the process of a long-term performance of the same professional activity, an employee of a public authority develops a variety of professionally important qualities. Alongside with them there appear factors of external and professional (micro) environment, and qualities, which deform personality. The professionalization of personality can create the formation of qualities that destructively affect the performance of professional activity. How to overcome inevitable professional deformations, how to support professional suitability, and even sometimes to restore the professional ability of an employee? Obviously, a public servant will periodically require not only the correction of his professional-psychological profile, as the scientists insist (Zeyer, 2003), but also, in our opinion, the correction of the impact on them of the conditions of the professional environment and the leaders.

Professional formation in the general process of professional socialization of an employee is the development of the individual in the process of vocational guidance (choice of profession), adaptation to it, motivation, activation, professional assessment, vocational education and training, professional education, as well as the efficient performance of professional (official) activities. These processes should be determined by the factors of the professional environment (functions of the professional environment, which determine the decisive influence on the formation of professionalism and professional mobility of the personnel).

As E. Morgunov appropriately points out, the growing number of problems cannot be solved exclusively by one component of the organization – its leadership (2001). Professional formation is a subject-object process of the interaction of a person and a specific professional (micro) environment. Concerning the subject of the process, the process is dialectical, when in certain periods there are decreases, deformations and uplifts (peak achievements), conflicts and crises, depending on the interaction factors of individual, personal, and factors of professional development, in particular, factors of professional (micro) environment.

In this individual holistic process, one can identify the stages characterized by the social situation and the main activity. E. Zeyer, for example, relates to them the stages of option, vocational training, professional adaptation, primary and secondary professionalism and professional skills (2003). A. Markov distinguishes other stages of 'inside professionalism': the stage of adaptation to the profession; the stage of self-actualization in the profession; the stage of free possession of the profession (2001). Commenting on the approaches taken by E. Zeyer and A. Markov, we should note the following: in this case, the objective factors, influencing the processes of primary and secondary professionalization (professional formation and development), are vocational training and professional adaptation (as permanent processes of object-subjective interaction of the professional environment and personality of an employee), inherent in the whole process of professionalization. Optation, primary and secondary professionalization are the stages of the process of the employee's professionalization. Professional skills, such as free possession of a profession, which is also based on self-actualization, which is an important subjective professional quality of an employee, are the qualities that characterize the effectiveness of the process of the individual professionalization of a public servant at the aforementioned stages of their professional formation and development. Important role in the

process of professional development of a personality, as noted above, is conditionally played by so called 'external' with regard to employees themselves: a professional (micro) environment, managers whose activities should be directed at solving problems related to the professional self-determination of a public servant, the directions of self-realization of an individual in professional work, with the main processes – professional orientation, motivation, adaptation, activation, evaluation, education and upbringing (with the process of professionalization in general), as well as with tools, techniques, technology of personnel management (work with personnel): career forecasting, planning incentives, measures to overcome inevitable difficulties, crises, professional deformations and conflicts.

The pace and the trajectory of professional development are individual and varied; they are determined by four groups of factors: age, individual psychological, vocational and technological, and socio-economic (Zeyer, 2003). Professional growth involves the continuous enrichment of the complex of value-based (motivational) qualities, first of all, professional orientation of a person, professional interests, professional intentions, as well as competency qualities (skills and abilities, professionally important qualities, professional competency, professional culture, professional learning and professional experience); the gradual formation of professional mobility in its narrow sense as the ability to quickly master official and related competences, to acquire new professional roles, to form professional satisfaction, and to increase the efficiency of labour functioning and work outcomes.

In the process of mastering the profession, a personality, as a subjective factor in the process of professionalization, is increasingly immersed in the professional environment (microenvironment) and professional activity. The implementation of professional (and official) activities is carried out in a relatively stable and optimal for a public servant manner. Stabilization of professional activity leads to the formation of a new system of a personality's attitude to

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the surrounding reality and to themselves. These changes lead to the formation of a new social situation, and the professional activity itself is characterized by individual personality-relevant technologies, means, methods of execution, style of activity and other indicators. Various researchers distinguish, in particular, the motivational, value-based and functional, operational, activity, technological, and regulatory spheres of professionalism.

Favorable professional (micro-)environment, individualization of technologies of execution and style of managerial (official) activity, development of personal professional position, high quality and efficiency of work lead to the transition of a person to the next level of professionalization, on which the professional is developed. At this stage, professional activity is gradually stabilized; the level of its manifestation is individualized and depends on the psychological characteristics of an individual. But in general, each employee has their own stable and optimal level of professional activity.

Primary professionalization means the further formation of complexes of value-based and competency qualities, an individual style of activity on the basis of skilled labour, immersion in the professional environment and activity. The most stable individual style of professional (official) managerial activity is developed. The initial formation of a specialist, as a rule, ends with stabilization of activities in certain norms, which are required and approved by the management.

Secondary professionalization leads to a higher level of formation of these complexes of qualities, role behavior, identification with the professional community, professional mobility, corporate identity, and flexible style of activity, which acquires highly skilled, meaningful content. At the stage of secondary professionalization, the formation of flexible integrative entities – the fusion of the professional skills and qualities required for a wide range of competences and related positions – takes place. Highly skilled,

high-quality activity is typical for a professional, a professionally mobile worker.

The main result of secondary professionalization is the formation of professional skills (superprofessionalism) which is characterized by creative professional activities, the transition of an employee from the ability of solving managerial tasks to the ability of solving managerial problems, mobile integrative psychological new formations, self-designing of their activities and careers, self-control, self-education, self-determination of further trajectories of educational activity, the top (acme) of professional development and self-development.

At the stage of mastery, the development of professional activity leads to a new qualitative level of its implementation – creative. The peculiarities of this level are a rather high level of mobility of the activity (acquisition by a person the ability to quickly obtain the necessary official and related competences), the formation of complexes of value-based and competency qualities, the search for new tools, methods and means, techniques and technologies of professional activity, its assimilation and improvement, self-designing of activities, as well as the development of its 'research component' (Zeyer, 2003). As already mentioned above, the professional and personal qualities of a public servant allow, at the almost subconscious level, to successfully solve not only professional (official) managerial tasks, but also professional (official) managerial problems.

From the point of view of E. Zeyer professionally determined structure of a personality consists of the following components (elements): socio-professional orientation (inclination, interests, relationships, expectations, settings, and motives); professional competency (professional knowledge, skills and abilities, qualification); professionally important qualities (attentiveness, observation, creativity, determination, self-control, independence, etc.); and professionally significant psychophysiological qualities.

According to S. Druzhilov, professionalism as a system, which covers the feedback, includes three main blocks:

1) block of a person's psychological peculiarities (as an individual, a personality and a subject of activity) that can develop and change along the professional path;

2) block of features of vocational training and professional activities that influence the development of capabilities, professional qualities and the formation of knowledge, abilities, skills, etc.;

3) block of professional interaction of specialists, indicating the presence (or absence) of contacts with professionals, constructive traditions of a professional group, and authoritative mentors (2003).

Other researchers point to four areas of professional activity of managers: the nature of professional activity motivation; the reflection of professional activity; creative potential; communicative competency (T. Chernikova, V. Malysheva). From the standpoint of the structure of the staff professional mobility, this structure appears to us more complex, as containing the interconnected components (elements).

1. The system-forming factor of a personality is *the professional orientation of an individual in the system of other values-based qualities*: professional interests, professional intentions, professional expectations, professional efficiency, professional suitability, and professional satisfaction. Orientation is characterized by a system of dominant needs and motives in the complex of other values-based qualities. In the structure of the general social orientation it is necessary to focus on different types of human activities: professional, educational (academic), cultural, as well as their combinations, which acquire socio-professional, socio-cultural, educational-professional and other meaning. Some authors also include value orientations and settings, and different internal motivations into the orientation relationships. Theoretical analysis allowed us to single out the components that influence the formation of a professional orientation: motives (vocations,

intentions, interests, inclinations, and ideals), value orientations (meaning of work, salary, welfare, qualifications, careers, social status, etc.) professional position (the attitude to the profession, setting, expectation and readiness for professional development), and socio-professional status. Professional orientation is an important component of the professional suitability and efficiency of an employee of a public authority.

2. The second main substructure of the subject of activity is *the competency qualities*, the specific content of which in terms of professional activity is determined, first of all, by official duties, as well as by professional functions and tasks. These are skills and abilities, professionally important qualities, professional culture (cultural mobility), professional learning (academic mobility), professional competency, and professional experience. Value-based and competency qualities are subjective factors of professional mobility, they develop the internal needs of an individual for professional mobility, and their formation takes place in close interaction with each other. Professional competency has its manifestation in activity, makes an important contribution to the formation of other professionally important qualities, professional culture, the content and quality of the formation of professional experience.

3. Separately, there can be singled out the following components of human activity: *personal qualities*, among which intellect and memory play an important role, influencing the formation of predetermined two substructures of the subject of activity (public servant). On their basis, both value-based and competency qualities are built. It is, in particular, professional learning – a quality that characterizes the person's openness to further professional development, his readiness to master new means of work, the ability to master professional culture, professional qualities, something new, including educational material (new professional knowledge and skills, actions, new forms of activity),

active formation of professional experience. The development and integration of personal qualities in the process of professional development leads to the formation of a system of professionally important qualities of an employee, their professional satisfaction. This is a complex and dynamic process of formation of functional and operational actions based on the psychological properties of an individual.

According to some studies, the high degree of job satisfaction is typical mainly to professionals with a high professional status, senior managers, who believe that their workplace offers certain benefits. A clear positive attitude is much less typical in the circles of specialists with lower status and with less prestigious work. Significant dissatisfaction with work is most often found among the semi-skilled and unskilled workers of manual labour (Morgunova, 2001), which proves the interaction of value-based and competency qualities in the process of professional socialization (professional development or formation) of public servants.

4. In the complex of the two main substructures, which we singled out, we can conditionally *distinguish professionally significant psycho-physiological properties*, innate and acquired abilities. The development of these properties takes place already in the process of assimilation of professional (official) activity. In the process of professionalization, some psycho-physiological properties determine the development of professionally important qualities, while others, being professionalized, acquire an independent value. This substructure includes rigidity, motivation for success, anxiety level, practical thinking, strength and weakness of the 'I', orientation to business, visual-motor coordination, level of subjective control, neuroticism, extraversion, reactivity, etc.

At the initial stages of professional development, the contradiction between a personality and the external conditions of activity (professional environment) has decisive significance. At the stages of professionalization, and especially professional

mastering, the contradictions of the subjective nature of the internal contradictions, arising from intrapersonal conflicts, dissatisfaction with the level of their own professional growth, the need for further self-development and self-realization, become of paramount importance. The solution to these contradictions leads to the search for and finding new ways of carrying out professional activities, changes in specialty, position (professional mobility in its narrow sense), and sometimes profession (professional mobility in its broad sense).

In scientific literature qualitative and quantitative, procedural (functional, activity, operational) and performance characteristics of a personality, which allows us to assess the degree of its correspondence with the profession, and hence the professional suitability in its broad interpretation, are traditionally considered as the criteria for professionalization. We emphasize that the professional suitability of an employee can be assessed both in the narrow sense – as a complex of value-based qualities, and in the broad sense, when value-based qualities are evaluated together with a complex of their competencies that have manifestation in professional activities, as well as abilities, skills, certain professionally important qualities, dominant samples of professional culture and professional behavior, etc.

Thus, the change in the nature and content of the profession of a public servant depends not only on the changes in the legal and regulatory conditions of its passing, but on the direct professional activity of public servants themselves, on its procedural characteristics, its efficiency, performance, and success. This opinion will allow us to assess more accurately the effectiveness of the directions and content of the public service reform in our country. The following preconditions are necessary for the process of individual professionalization: identification of orientations, vocations, inclinations, interests, determination of motivational opportunities and alternatives in a team and for a certain person in the complex of value-based qualities of an employee; taking

into account their competency qualities, which indicate the justification of professional orientations and motivations of an employee (subjective factors); a favorable professional (micro) environment (objective factor); managers who can manage subordinates (in relation to the personality of an employee, managers are more likely to be an objective factor in the process of professionalization). In the public service and in the service of local self-government bodies of Ukraine, it is necessary to more fully use the personal goals of the participants in the labour process and the objectives of the authority, capabilities of the authority and its leaders to process and functionally support and develop the professionalism of the personnel. Today, almost no attention is paid in government institutions and public service to the formation of a professional (micro-, macro-) environment favorable for professional development and self-development, which would allow to consider the process of professionalization from the standpoint of harmonization, more dense interaction in the aspect of 'man – professional environment'. Appointment to management positions takes place without professional evaluation of candidates for their competency in personnel management.

5.3. Factors of forming professional suitability

Today the notion of 'professional suitability' is formulated differently in scientific literature. The analysis of the scientific work of domestic and foreign researchers in human resource management, and state and public services points to the existence in science of narrow and broad (more systematic) views on the content of professional suitability, which, in our opinion, still does not disclose its understanding as a systemic phenomenon that equally does not depend solely on the subjective personal qualities of an employee, no matter how broad or small the list of these qualities is. Objective factors pay an important role in the process of formation of personnel professional suitability.

The subjective approach to defining the content of 'professional suitability' concept, which consists of the development of those patterns, lists, competency profiles, various professional qualities, only to some extent brought scholars closer to understanding that professional suitability is also formed due to the influence of external (objective) factors that can change the dynamics and the actual formation of professional suitability during a certain period of professional activity. In our opinion, the main factors of the formation and development of professional suitability are social, cultural (or socio-cultural), academic, and professional environment, the mutual influence of which is a powerful objective factor in the process of professionalization and development of professional mobility of any personnel.

The problem of determining the content of the basic 'professional suitability' concept and the reasons for the formation of personnel professional suitability, in particular, of the public service personnel of Ukraine, remains relevant. To achieve this goal the authors solve the following research tasks: to carry out an analysis of modern interpretations of 'professional suitability' concept; to formulate the basic concepts of 'professional suitability', 'professional suitability of a public servant'; to determine the objective and subjective factors of the formation of professional suitability of public servants by means of implementation of the model of object-subjective interaction in the process of personnel professionalization; to develop theoretical bases and proposals concerning the formation of the professional suitability of public service personnel in Ukraine.

Ukrainian and foreign researchers have developed many interpretations of 'professional suitability' concept. So, the Russian researcher A. Kibanov (2000) understands professional suitability as the ability to qualified work of a particular profession, i.e. the ability to a specific type of work that requires special training (p. 30), thus emphasizing competency in terms of professional suitability. A similar position is formed on the understanding of professional

suitability in combination with professional competency when assessing the professional qualification level of personnel (Khmil, 2006, p. 71). Researchers also call professional suitability the 'general ability to management' (Rebkalo, 1999, p. 237), but its basis is considered only at a minimum, the state of health and education of an employee (Kvitko, 1997, p. 152). But even these given qualities or characteristics of a person (a candidate for a position in the public service) are not taken into account during the selection for the public service in Ukraine. It is obvious that the unsatisfactory level of formation of professional competency, professionalism and professional mobility of personnel and their rapid deterioration is due to the fact that now access to the public service in Ukraine is, in fact, not limited for any person with a higher education diploma.

Other scientists use the notion of 'professional suitability' together with the notions of 'socially significant interest' (Novikova, 2003, p. 31), 'clear professional interest' (Oluiko, 2003, p. 105), 'significant internal potential' (Seriohin, 1998 p. 102), 'ethical characteristics' (Melnyk, 2002, p. 127), 'interest in learning' (Khopina, 2005, p. 340), which indicates a close combination of professional suitability with a set of other value-based and competency qualities of personnel, first of all, with professional interests, which, in their turn, are interconnected.

At present, there are no specific criteria, norms and standards for the professional suitability of civil and public service personnel in public administration studies. To a large extent, this is due to the fact that the spectrum of the necessary professional qualification and personal qualities of all positions of the public as well as the civil service, given their sectoral, regional, functional, and job orientation, is too broad and specific. For example, A. Pochtoviuk uses the term 'criteria of professional service conformity' regarding selection, evaluation, and promotion of public servants on the basis of their merits and achievements (2004, p. 233). Other researchers point out that in determining professional suitability,

personal commitment to a manager and 'recommendations' of senior management remains the main factor (Lasiichuk, 2006, p. 183; Seriohin, 1998, p. 100), and 'the possession of a diploma is an important criterion for recruitment' (Kozak, 2006, p. 148). With regard to public servants, their professionalism primarily involves the availability of higher education (specialist or master's qualifications), in a specialty in accordance with the sphere of management (Baranchev, 2007, p. 23).

Scientific literature rightly states, among other things, that the general task of selecting employees is to determine the potential of applicants' suitability (Poliuha, 2003, p. 223), i.e. emphasizing the importance of the procedure for their evaluation and the specific content, and orientation of the latter. Their knowledge, abilities, skills, psycho-physiological, real human capabilities, health – both physical and mental, culture, hygiene (Problemy rozvytku I vdoskonalennia derzhavnoi sluzhby, 1998, p. 71). Scientists emphasize the importance of evaluation including the following qualities of personnel: availability of professionally important qualities, level of training (general and special), state of health, functional (psychological, physiological, etc.) ability of a person, the level of human satisfaction with the processes and results of their work, ideological and moral profile, and moral qualities (Zaitseva, 2006, p. 192–193). Therefore, it is obvious that in assessing professional suitability, as well as professionalism and professional mobility in general, the competency characteristics of personnel should be linked primarily with the complex of value-based qualities, the complex which may include, as appropriate, psycho-physiological and other qualities.

L. Pashko (2003) considers professional suitability to be an important assessment of the person's qualities not only during their selection to the service, but also during their assessment at the post (p. 116). V. Repkalo & M. Piren define the professional suitability of public servants as the potential for professional development (1999, p. 110), V. Poltavsky considers it as potential business

opportunities of an efficient and capable person (2003, p. 83), and V. Tokovenko defines it as a complex of personal qualities (2001, p. 291). A group of other researchers emphasizes the need to take into account, when measuring the professionalism, the adherence to professional ethics and moral standards, which will enable an adequate assessment of the level of professional suitability of a public servant (Vasylevska, Kniazev & Lipentsev, 2007, p. 20). We face the task of not only generalizing the scientific achievements of scholars on the issue of the content of professional suitability, but also specifying the criteria for determining the professional suitability of civil and public servants, vocational qualifications and other characteristics of personnel for both their selection for public service and professional development in it.

Modern researchers tend to consider professional suitability as a dynamic quality (Tolochek, 2008, p. 237–238). M. Ivashov sees the task of the education system in preparation of trained workers who have certain knowledge, skills, and abilities. This determines to what extent each educational system is capable of responding adequately to changes in the world labour market (Ivashov, 1996, p. 58). Therefore, M. Ivashov argues that the formation of professional suitability is influenced by the academic environment as an objective factor. In Japan recruitment services start working with young people while they are still studying at universities (Martynenko, 2006, p. 13). Ukrainian scholars increasingly stress the necessity of vocational guidance and selection of students for management as early as in school period, 'pre-professional' in-depth study of the needs and interests of the personal orientation of a prosperous specialist, internal motivations, which predetermined their desire to associate their professional activities with a particular profession, inclination and ability (Ivashov, 1996, p. 164; Romanets, 2007, p. 209–210). In our opinion, understanding the meaning of 'professional suitability' concept should be based on a much larger set of qualities and factors.

In this sense, the idea of F. Khmil (2006) that professional suitability can both increase and decrease in the process of human labour activity (p. 73) appears to be interesting, which again proves its dependence not only on the level of formation of subjective factors in the process of personnel professionalization, but also on the influence of objective factors, on the need for their constant monitoring and correction throughout the period of a person's professional development. Professional suitability is not given to a person once for a lifetime, but may vary depending on the interaction of an individual with a certain environment (or their combination), in which professional environment, from the standpoint of the subject of this study, should be decisive. As we see, scholars often adhere to the mainly narrow interpretation of 'professional suitability' concept, emphasizing only certain subjective, often overly generalized, aspects of individual and group, professional and official activities of employees of various types of professional activities, including those of public administration. On the other hand, the analysis of the content of the 'professional suitability' concept proves that it is complex, related to other qualities of a person, among which, in our opinion, the value-based and competency of the personnel are of the most importance. Moreover, the latter must be formulated, formed and evaluated taking into account the content of the official competence of an employee. Professional suitability may vary throughout the professional activity, it depends on the specific conditions for the activity carried out in a particular professional environment of a public authority, a body of local self-government, an organization, an establishment or an institution, significantly influencing the level of formation of such personnel qualities as professional competency, professional culture, professionally important qualities, professionalism, professional mobility, and professional experience. On the other hand, professional environment is closely linked with social, academic, socio-cultural environments as objective factors of the formation of professional suitability, which

cover all periods of life, social, cultural (or socio-cultural), and educational development of a person during their life.

Simplified understanding leads to misunderstanding of efficiency as a systemic and complex phenomenon of the process of professionalization, especially for such an intellectual sphere of professional activity as public service. Obviously, the lack of understanding of the meaning of professional suitability content has already led to the fact that, according to the survey held in 2007, 8.1% among the public servants of Dnipropetrovsk, Donetsk, Kirovograd, Zaporizhzhya oblasts have middle and low levels of intelligence. In our opinion, the received data indicate the need for a radical renewal of the selection procedure for public service, in order to accumulate the most intelligent, competent, educated and trained personnel, and to stop the process of transforming public service into a mass profession. It is obvious that the legal and regulatory basis for passing the public service in Ukraine, which does not use the concept of 'professional suitability' at all, became the hostage to such a discrepancy in defining the content of the concept of 'professional suitability'. Contrary to the widespread belief, known since the times of ancient Greek philosopher Plato, that management activity requires from a person considerable intellectual abilities, a high level of knowledge formation, abilities and skills, the public service in Ukraine in accordance with Art. 4 of the Law of Ukraine "On Public Service" is now available to all citizens (2017). The Law does not refer to the definition, assessment of professional suitability as the main stage or component of professional selection for the public service that needs to be carried out. So, we see that the concept of 'professional suitability' requires systematic understanding, interpretation, and structuring.

In our country, the importance of evaluating professional suitability does not disappear even when the higher education of a public servant fully matches the job profile. The specifics, in our opinion, are to find out what qualities of a public servant are live-formed in a fairly wide range, since the time necessary for the

formation of professional suitability in the public service depends significantly on the natural abilities of an individual (abilities and capabilities), their value-based qualities, internal motivation, self-identification, and available professional qualification level. An important role in the professional formation of a public servant is played by vocational education (training) and professional education systems, which must flexibly and promptly react not only to the individual professional and educational needs of the personnel, but also to the needs of the public authorities in the professional culture of the personnel, and the efficient realization of their powers.

The purpose of determining professional suitability both in the public service and in other areas of professional human activity is rational selection, use and development of adequate measures for personnel professional development, with due consideration of its general and specific qualities, which are generally reflected in the formation of value-based and competency characteristics of the personnel. In addition to the level of education, professional competency, values and moral characteristics of a person, their intellectual potential, modern understanding of professional suitability requires its orientation both on the subjective and objective factors of its formation.

From the standpoint of this study, professional suitability is a complex of qualities of an individual, which is necessary for their job and professional activity, professional development and further productive work in one or another professional field. This is a measure of correspondence of personality and professional qualities of an individual, their knowledge, skills and abilities both to the requirements of the profession as a whole, and the requirements of official competence, their ability to perform the relevant professional and official functions and tasks. The personal and professional qualities of a public servant are reflected in the complex of their value-based and competency qualities as subjective factors of the formation of professional suitability.

Professional suitability is an important quality of professionally mobile personnel. The complex of value-based and competency qualities of an employee directly influences the dynamics of professional development as an important quality of a professional. The neglect of such indicators in the evaluation of candidates for public service positions at the stage of recruitment can prove one or another degree of non-compliance of a person with the standards (indicators) of professional suitability, and during the professional activity, it can negatively affect their moral and psychological or mental condition and professional activity as a whole. In this sense, the opinion of I. Nyniuk, who distinguishes two levels of qualities that a public servant must possess, is relevant. The first level are the primary qualities, inherent to a person who claims to be a public servant, and the second are acquired, formed during the performance of official duties (2005, p. 45). Thus, it once again proves that the different levels of the formation of professional suitability relate to different periods of professional development of a person, and therefore depend on objective and subjective factors.

The insufficient level of professional development objectively contributes to professional deformation, which may arise not only because of physical and mental fatigue, boredom and monotony, the routine of labour, but also due to the internal value-based and competency of a person's unpreparedness to a profession, absence of the function of selection, professional-orientation, evaluation, motivating, adaptive, educational, activating, and educational functions of the professional environment, which, we emphasize, are closely interrelated.

Thus, from the point of view of professional development of a person, professional suitability is the potential, value attitude and competency compliance of a worker according to their profession (specialty) and qualification, or other appropriate profession according to the position in a certain body of public authority (professional environment). In the preprofessional

period, this quality means a rather high level of formation of value-based qualities and a sufficient level of formation of competency qualities as subjective factors. Moreover, at the moment of selection of a candidate for a position the competency block of qualities can be formed not completely. In the process of professional activity itself, the professional environment with its functions of professional orientation, selection, evaluation, adaptation, motivation, activation, education and upbringing objectively influences the formation of professional suitability. The time required for the formation of professional suitability in a particular field depends essentially on the natural qualities of an individual, their motivational profile, the formation of the existing professional competency, value-based, motivation and required components, as well as the functions of the professional environment. Professional suitability is not only the value-based and competency readiness of a person for professional activity, but also the result of qualitative professional selection and the professional environment favorable for development. From the point of view of professionalization as a component of the process of human socialization, professional suitability is determined by the impact of social, cultural (or socio-cultural), academic and professional environments on it. A professionally suitable person has a greater potential for professional development and the development of their own professional mobility than the one possessing this quality to a lesser extent.

5.4 . System approach to determining factors for the formation of professional satisfaction of public servants

Today, in scientific literature, there are many interpretations of the concept of 'professional satisfaction' of personnel. The analysis of scientific studies of domestic and foreign researchers in personnel management, state and public services points to the existence in

science, relatively speaking, of a mainly narrow view of the content of professional satisfaction, which, in our opinion, does not disclose its understanding as a systemic phenomenon, the quality which does not depend only on the degree of formation of subjective personal qualities of an employee. Both objective and subjective factors play an important role in the process of formation of personnel professional satisfaction.

The essence of the system approach is to study public service as an integral system that has its organizational forms and structure, methods, functions, tasks, etc. System analysis can be presented in the form of three consecutive phases: analysis and identification of system elements; identification of the whole (synthesis of the system); explanation of the behaviour or properties of the whole; explanation of the behaviour or properties of the subject of research that interests us from the position of its functions, roles or characteristics in general, of which it is a part. Basic system principles are the integrity of system properties; structural properties (the possibility of describing the system through the definition of its structure); interdependence of structure and environment; hierarchy (each element of the system, in its turn, can be regarded as a system); variety of system descriptions. We emphasize that the system is a coherent, orderly set of elements that forms a quality that is not inherent to each of its elements that are a part of it separately (Pakhomova, 2007).

The process of professional development of an individual, and the process of forming professional satisfaction in particular, are system processes. The stages of different degrees of duration and integration: stages, periods (parts of a stage), phases (part of a period) make units of its analysis. Regardless of the level of generalization of the units of analysis, each of them is characterized by a specific situation of professional development; specific neoplasms in the system of professionally important personal qualities, which is the result of its individual interaction with the professional environment of a public authority (public service),

adequate to content of a development situation; a specific system of professionally important qualities that are necessary for the implementation of this activity in the professional field. The system approach to the process of creating professional satisfaction of the personnel is, in our opinion, the one that provides opportunities for more effective theoretical research of the factors of the process of personnel professional satisfaction forming, including public service personnel.

The definition of the content of the basic notion of 'professional satisfaction' and the justification of the factors of professional suitability formation of the personnel, in particular, the personnel of Ukraine's public service is important from the scientific point of view. To achieve the goal, the following research tasks were solved:

– to carry out an analysis of modern interpretations of the 'professional satisfaction' concep;

– to formulate the basic notion of 'professional satisfaction (of a public servant)';

– to determine the objective and subjective factors of the formation of public servants professional satisfaction by means of realization of the object-subject interaction model in the process of personnel professionalization;

– to develop theoretical bases and proposals concerning the formation of professional satisfaction of the public service personnel in Ukraine.

Professional satisfaction in its traditional interpretation is a quality, which includes moral, material, financial, and other satisfaction of a person from the chosen profession. It describes the attitude of an employee to various aspects of their work, indicating at the same time which component (or their combination) of their internal motivation has for the employee the value and sense of their professional activities. Frequently, professional satisfaction is defined as the ratio between the sum of the benefits and rewards that they receive at work and the one they believe they should have.

Job satisfaction characterizes the attitude towards work rather than the behavior at work. Better motivated internally and externally employees achieve better results. For example, a group of scholars points out that job satisfaction is the mental state of an employee, which reflects the correspondence of their labour setting, attitude to life, motivation and expectations in relation to work with its specific characteristics (Slinkov, 2007, p. 77), emphasizing the link of satisfaction only with the formation of motivation and expectation settings. We must note that, from our point of view, professional satisfaction depends not only on the internal motivation and expectations of an employee, their individual motivational profile as a dynamic structure, their own "I want" or "I wish", but also on other factors of the professional environment, and is in the system connection with a set of other value-based and competency qualities of an employee.

Western scholars rightly point out that motivation to work well, though, generally relates to job satisfaction, but the nature of this attitude is not clear, and the level of job satisfaction is influenced by individual, social, cultural, organizational, etc. factors of the environment. Satisfaction itself, they continue, is a complex and multicomponent concept and it is difficult to it measure objectively (Management and Organizational Behavior, 1999, p. 143). Therefore, it is rightly pointed out by Yu. Odegov (2004), that it is often difficult to establish a direct connection of satisfaction with economic performance (p. 191). G. Dmitrenko, E. Sharapatova & T. Maksimenko say that the desire to make work joyful is synonymous with the motivation in the field of administration (2002, p. 41), O. Turchynov points out that satisfaction is influenced by the effectiveness of positions designing, filling them with optimal in terms of human capabilities tasks, functions, scope of authority and responsibility, conditions for promotion in the official hierarchy" (1998, p. 115). The researchers point to the mutual connection of the factors of satisfaction and motivation (Marenkov, 2005, p. 223; Samyhin,

2001, p. 401), job satisfaction and stability of personnel (Slinkov, 2007, p. 76). Job satisfaction is presented as a professionally important psychological quality of a person, which promotes effective work and human development in work, and it must be made into a psychogram (Kabachenko, 2003, p. 145).

The presented views of scholars indicate that professional satisfaction is shaped by the influence of many factors which determination has a decisive role in the process of personnel management, since it cannot be denied that an employee, who works with pleasure, will require less investment in their own professional development, will have better abilities, will study better, and will quicker learn the related competences if necessary. Job-satisfied personnel have more opportunities to develop professional mobility in its narrow sense, as a potential ability to quickly master new, or even more advanced, competences, job functions and tasks. However, professional satisfaction is not the only quality of personnel that needs to be addressed by the administration in the human management process, and motivation should not be considered the only factor that contributes to the formation of professional satisfaction.

So, the factors (motivators) of pleasure may be the following: definition, achievement, responsibility, the work itself (Cotton, 1993, p. 144), working environment, direct contact with the head, the need to recognize the human value of an employee (Schekin, 2004, p. 200), which are the factors of professional environment of the public service and public authority (objective factors for the formation of professional satisfaction). From our point of view, the formation of professional satisfaction is the result of a complex impact of a much larger set of objective and subjective factors in the process of personnel professionalization.

The structure of personnel mobility reflects the complex impact of various factors (objective and subjective) of the professional environment and individual qualities of a person on the process of professionalization and development of personnel professional

mobility. Functions of professional environment, which are the most important not from the point of view of personnel management in general, but from the point of view of management of the process of its professional development and acquisition of professional mobility, must be determined by objective factors of professional mobility. Commenting on these functions from the point of view of the formation of professional satisfaction, professionalism and professional mobility of the personnel, we note that the formation of professional satisfaction is possible only when these functions are carried out taking into account a complex of value-based and competency of the personnel. For example, professional orientation should be based on the assessment of the level of the formation of these qualities, since underestimation or overestimation of any quality can potentially complicate the professional development of a person in the future. A false decision during selection for a public service can stimulate, for instance, an excessive ambition of an employee when their professional intentions are not based on the necessary professional qualities on which the formation of a competency basis of professionalism depends. Moreover, to motivate the personnel only for the purpose of their professional satisfaction, while not taking into account their value-based and competency qualities (or motivational and activity, according to A. Markova), without taking into account the results and the effect of the work itself, is a too questionable matter, because in this case the complex of needs of an employee may have the nature inadequate to acquired professional qualities. Functions of the professional environment are in close interaction with each other and a complex of value-based and competency qualities of the personnel that determine their professional mobility (substructure 1).

Substructure 2 contains the following interrelated qualities of value orientation sphere (internal psychoemotional, demand-motivational, value-motivational spheres): professional orientation of a person, professional intentions, professional vocation, professional interests, professional expectations, professional

ability, professional satisfaction, and professional suitability. Analysis of value-based qualities has proved that their development or deformation is at the intersection of the influence of the functions of professional environment and a set of qualities placed in substructure 2.

We will indicate that professional interests are a quality, a cognitive orientation of a person on one or another sphere of professional activity, an element of the demand-motivational sphere; the process and the result of professional and human self-identification. Professional intentions are manifestations of awareness and understanding by an employee their own professional choices, self-awareness and self-understanding of their own professional experience and further directions of professional qualification and professional development, their value and meaning in the social life of an employee. Professional expectations is the quality of the personnel, which indicates what people expect from their own professional and career development, and from interaction with colleagues and managers. Professional orientation of an individual is an important internal motivator and activator not only in the choice of the most promising profession, but also directly chosen professional activities and career development. The high level of the formation of a personal professional orientation allows us to minimize the insufficient degree of development of value-based and competency qualities, as well as negative consequences of influence on them from professional environment. Professional ability, as a quality of a person, indicates its compliance with the justified requirements of the professional environment to personal and professional characteristics. A professionally suitable person has a greater potential for professional development than the one who possesses this quality to a lesser extent. Professional suitability is a dynamic complex of mental and psycho-physiological characteristics, value-based and competency qualities of an individual, and their potential for work, necessary for training and further professional development in one or another professional

field. This is a measure of compliance of the individual qualities with the requirements of the profession, the competences of the position, their ability to perform relevant official and professional functions. Professional satisfaction reflects the process and result of evaluation of a profession and specific occupational activities for a person.

Thus, professional satisfaction is a criterion of evaluation of a profession for a person, the result of external and internal motivations, the result of mutual influence and mutual evaluation of a worker and professional environment, the result of crossing and achieving individual professional intentions, calls, interests, expectations, rewards, taking into account their fairness, adequacy to how the employee works. After all, not only an employee, but also an organization or the public authority in which they work, should be satisfied. High efficiency and rewards are usually the cause of full professional satisfaction and its consequence. Comprehensive application of the functions of the professional environment will allow better management of the personnel of all categories; will provide a comprehensive interaction of professional satisfaction in the system of formation of value-based and competency qualities, and in general more rational use of all resources of the process of a public authority professionalization.

From the point of view of professional satisfaction, F. Herzberg's two-factor theory confirms proposed by us the structure of professional mobility of our personnel: the processes that cause job satisfaction are very different from those that lead to dissatisfaction with the same work. Satisfaction and dissatisfaction are not just opposite, but quite different phenomena. In other words, there are functions of a professional environment that produce satisfaction for a particular person, but their absence does not necessarily cause dissatisfaction (Cotton, 1993, p. 144). Consequently, the broad interpretation of the content of the concept of 'professional satisfaction' should include understanding of highlighted by us interrelated elements of the structure of personnel professional mobility, which affect the

formation of job satisfaction, in combination with elements of the substructure 1. Any element of the structure of professional mobility can either promote or slow down, or completely block the formation of professional satisfaction.

Emotional state of health, an integral characteristic of the state of a person, which peculiarly reflects the level of compliance of the internal resources of their conditions and the content of activities, can be considered as a component of professional satisfaction (Zhuravlev, 2004, p. 201). This characteristic of an individual is shaped by the influence of interrelation of their professional intentions, expectations and other qualities (substructure 2) with the realities that are provided by professional environment (working conditions (professional adaptation, professional motivation, professional assessment, etc.), team, learning opportunity, career and professional development, etc.) (substructure 1).

Researchers have described many reasons for satisfaction or dissatisfaction with the process of work, and, as we have seen, basically, professional satisfaction is the reaction of a working man to what he is currently expecting from the work itself and from the professional environment. So, for example, a group of academics uses the law of results to explain professional satisfaction (P. Lawrence, J. Lorsch). The degree of satisfaction, such as job and professional activity satisfaction, obtained as the result of achieving the goal, affects the behaviour of a person in similar circumstances in the future. People tend to repeat the professional behaviour that they associate with the satisfaction of their needs, and avoid professional behavior associated with insufficient satisfaction of needs (or a group of needs). Consequently, Western scholars draw a conclusion, that in the processes of how a person seeks to solve their problems, specific types of behaviour become somehow rewarded. At the same time, a person remembers how they manage to cope with one or another problem (Dmytrenko, 2002, p. 16–17). We conclude that in this case there is a direct connection of professional satisfaction with the formation of the professional and

general culture of an individual, the level of formation of cultural mobility, the impact of satisfaction on the processes of professional motivation, professional adaptation, professional activation of a person, which is more systematically explained by the structure of personnel professional mobility.

T. Filipova offers to hold diagnostics of the study of 'behavioral motives' of the practical work of a public administration employee and timely identify the professional deformation of an individual in public service. She suggests taking advantage of the proposal of Russian researchers L. Serova and O. Zhuravlev on the diagnosis of mental qualities of a leader, which negatively affect the visible managerial results. T. Filipova refers to these qualities the following: inability to manage oneself, blurred personal values, poor personal goals, lack of problem solving skills, lack of creativity, inability to influence people, lack of understanding of managerial work features, weak leadership skills, inability to teach, and low ability to form a team (2005). In this case, there were found obvious errors, at least, during the professional selection and professional evaluation of such a manager in the public service, which led to negative results in the process of their professional development, but this type of manager may have formed professional satisfaction. Consequently, all the elements of the structure of professional mobility, both objective and subjective, may cause the emergence of the qualities, indicated by T. Philipova.

Thus, numerous studies of the value-based qualities of public servants indicate that the movement of personnel in public authorities, caused by political events, the further polarization of political activity in the country, which negatively affects the formation of professional experience of the public service personnel in Ukraine, legal insecurity of a public servant, and an official of local self-government, subjectivity of professional activity evaluation, low wages, lack of 'social package', etc. can level the value-based qualities, first of all, professional expectations, reduce efficiency, create all the prerequisites for the emergence of the effect

of uncertainty in person's future, in the constant search for a new (reserve) job, i.e. to objectively activate the interprofessional type of employee mobility. But such an employee can continue to work for public authorities, comparing their advantages and disadvantages with their own concept of an 'ideal' place of employment. Similarly, the impossibility of planning career development can suppress (or maybe not) professional satisfaction and professional intentions of some public servants. All this depends on the individual complex of formed value-based qualities, that motivational profile, defined by the content of the concepts "I wish" and "I can" within the concept "I am a professional", which is the subject of further scientific research. On the other hand, people who have a long work experience, status, influence, experience, or who perceive their own lack of competitiveness in the local labour market, can create preconditions for adaptability, patience, pseudo-efficiency in work, gradual shift to the background of professional interests and intentions in comparison with social, family, everyday, and creative plans. However, the specified layer of employees may have job satisfaction.

From the position of system methodology, the broad interpretation of 'professional satisfaction' concept includes not only the fixation of the state of professional satisfaction formation at a certain time of an employee's professional development, and the fixation of reasons for satisfaction or dissatisfaction with their work, but understanding of this quality as a dynamic system, the formation of which occurs in the process of interaction of highlighted by us interconnected elements of the structure of personnel professional mobility, which affect the formation of job satisfaction. Any element of the professional mobility structure can slow down or completely block the formation of professional satisfaction, so the formation of the latter should be investigated from the standpoint of object-subjective interaction of a specific set of qualities of an employee with a specific professional environment. The functions of professional environment of a public authority should be

directed towards the formation of professional satisfaction, through their implementation by means of such institutional channels of the process of personnel professionalization as selection, annual evaluation, attestation, rotation, internship, introduction to the personnel reserve, system of training, retraining and advanced training, and measures for professional education. In our opinion, it is on this methodological basis that further research on the motivation and other factors of professional environment and the process of forming of the professional satisfaction of public servants should be carried out.

5.5. Competency essence of professional experience of public service personnel

The underestimation of the importance of evaluation, development and use of professional experience in the public service of Ukraine has generated and still stimulates a considerable number of problems in the current public administration of the country, primarily because of the low level of professional competency and professionalism. From time to time, this is recognized by senior officials of our state. Personnel policy in the public service of Ukraine is still non-systemic, so, important professional qualities such as professional competency, professional culture, professionalism, professional experience and professional mobility of personnel are still, consciously or not, out of focus in work with the personnel of public authorities. Such an approach, unfortunately, has become a pitiful tradition. Thus, 16% of the appointed heads of rayon state administrations (RSA) and 14% of deputy heads and heads of staff of oblast and city/town state administrations, appointed in 2006, had no experience in managing positions in public administration. In Kyiv and Poltava oblasts, there were appointed more than half of such heads of the RSA. There were more than a third of such leaders among the deputy heads and heads of the apparatus of oblast and city state

administrations in Kyiv, Kherson, and Chernihiv oblasts, and in Sevastopol (Motrenko, 2007, p. 15). The public service of Ukraine actualizes the problem of well-organized forms of transfer of experience (Turchynov, 1998, p. 59), which is dictated by the high personnel turnover, the inefficient functioning of the institutional channels of professionalization, the imperfection of the content of vocational education (training) programs, and the existence of a part of professionally unfit employees.

The personnel of government institutions do not have an idea of what their professional competency, professionalism and professional experience are. According to a survey, held in 2001, of 190 public servants from different age groups, basic education and management sectors, only 35% of the respondents rightly thought that the basis of professionalism is a long-term experience in administration, 27% indicated that it is higher education and another 20% noted professional and personal acquaintances. More than half of the respondents believed that they were the intellectual elite of the country (Iunosheva, 2002, p. 273). Is it a normal situation when public servants themselves, as the main subject of public policy in public service, do not understand the essence of professional experience as one of the main goals of their professionalization process? Other researchers confirm that public servants lack the experience of democratic governance in a market economy, political analysis and professional decision-making, the ability to think for the future (Nyniuk, 2006, p. 294). Thus, it is obvious that professional experience is ignored in the process of performing public service in Ukraine, which begins with the selection procedure of a candidate for a position. A professionally unfit candidate who is not able to accumulate and use experience is more likely to be incompetent in the future. And incompetence does not allow professional experience to accumulate, develop, and be shared with other employees.

Today, legal and regulatory basis for the public service and service in local self-government bodies in Ukraine has not

become the basis for all those people working in public authorities to be called 'the face of power' in its European, that is, civilized understanding.

Ignoring the assessment of professional experience is also determined by the fact that the problem of the vision of the content (components) of professional experience remains debatable among scholars. It is worth supporting the opinion that the modern vision of the internal composition of professional experience can only be ensured providing the system approach to the phenomenon of experience (B. Lomov). Scientific works of N. Nyzhnyk, O. Turchynov, N. Protasova, V. Baranchyeyev, G. Shchokin, I. Nyniuk, etc. are devoted to the problems of the definition of components of such a concept as 'professional experience' in many spheres of professional activity, including administration. The value of the work of these scholars cannot be overestimated. They created the foundation on which new research is based. For example, the structure of professional personnel mobility, in our opinion, suggests a more systematic vision of the content of professional experience as a set of interrelated value-based and competency qualities, according to which professional experience can be assessed, developed both in the public service of Ukraine and in others areas of professional activity.

Let us try, using the comparative, complex and systematic methods, and the method of modeling, to investigate the internal components of the professional experience of personnel, including public administration personnel.

Professional managerial experience is a complex phenomenon. It is formed and perfected under the influence of many objective factors of different environments throughout the career of a public servant.

We refer here to social, cultural, or socio-cultural, academic, and professional environments (or their combination). The latter can be considered defining in the formation of professional experience of any employee, i.e. which has an object impact on the subject of

the professionalization process. Subjective factors in the formation of professional experience are a set of personal and professional qualities of an employee.

What are components of professional experience from the point of view of modern scholars? G. Shchokin recognizes the acquisition of production experience, knowledge, skills and abilities as the important factors of vocational-qualification mobility (1998, p. 248). Many other researchers include the application and formation of professional experience to different stages of professional life. O. Krutii (2007) points to a close combination of experience, age, level of professional competency, and other kinds of personal peculiarities of subjects of administration (p. 184–185). O. Turchynov considers professional experience as a part of the life (social) experience of a person, which coincides with our conviction that professional experience, as well as professional mobility of personnel, are formed also due to the influence of the social environment as one of the factors of the formation of professional experience. In this regard, O. Turchynov points out that it is impossible to mechanically separate a person as the possessor of a professional experience, valuable to the organization, from a person as a personality with their characteristics, peculiarities, vital values, plans, interests, and, finally, life experience (1998, p. 105). Therefore, logically, the experience of public and state activities is recognized as one of the important qualities offered by scholars for the selection for public service (Nyniuk, 2005, p. 45).

'Experience in the relevant field' along with the level of education, the amount of knowledge, professional skills, skills of cooperation and mutual assistance, the possibility of employees' interchange, etc. refer to those components that make up the concept of 'personnel abilities' (Okhotskiy & Ignatov, 1998, p. 195), which, in the structure of personnel professional mobility, we refer to the competency qualities of personnel. I. Drobot systematically combines the concept of professional knowledge and competency

with experience, age and social maturity. He combines professional competency with professionally important qualities and professional experience of a public servant. At the personal level this is one of the most important aspects of the professional culture of an official, which is manifested both in achieving professionalism in work and in the high level of the formation of professional and spiritual culture in all its manifestations (2007, p. 224–226). Thus, in this case, the systemic connection of professional competency with professional experience, professional culture, and professionalism of personnel in general is emphasized. These qualities, in turn, determine the formation of such an important quality of personnel as their professional mobility.

N. Nyzhnyk & S. Mosov understand a skill, an important component of professional competency, as an 'employee model'. A skill is a way of acting of a leader, based on their experience (1998, p. 38). Other scholars also add professional experience of public servants to the content of professional competency, indicating that the latter means how knowledge and skills give the ability to manage, first of all, due to their possession of knowledge and experience, with greater or lesser efficiency (Okhotskiy & Ignatov, 1998, p. 497). Professional competency is the possession of a profession, having practical experience and obvious results in a professional field, successful professional and service career, and ability (as the realization of personal potential (Poltavsliy, 2003, p. 82). This opinion is appropriately clarified by I. Nyniuk: competency is a measure of the manifestation of a typical public servant's professional experience within the competence of a particular position (2005, p. 48). The importance of experience is emphasized by Western researchers in the personnel management (Robey, 1982, p. 91). The opinion of the Russian researcher V. Baranchyeyev that experience is the knowledge which has a base in the form of theory, skills and abilities, enriched by solving a large number of specific

business situations (2007, p. 129), also proves the competency base of professional experience.

N. Protasova (2000) carried out the systemic characteristic of professional administrative experience. From the point of view of determining the content of professional experience of the personnel, the following ideas expressed by N. Protasova are relevant:

– professional experience and experience of public administration occupy a special place in the system of education and training of public servants;

– professional experience of a public servant is the experience of administrative activity; professional administrative experience is an integral part of the cumulative culture of a public servant;

– the concept of 'experience' is the sensory-empirical knowledge of objective reality, which is based on practice; it means the unity of knowledge, skills and abilities, i.e. experience and professional competency;

– professional experience is based on the practice of professional activity, and, in effect, is the result of professional practice;

– the professional administrative experience of a public servant acts as the basis of their practical professional activity and as its result;

– professional experience is always acquired and developed under the influence of certain qualities of a personality, abilities, preferences, views, etc.;

– professional administrative experience cannot be considered separately from other branches of social experience, personal experience has vital importance in the formation and development of professional administrative experience (p. 87–89, 90, 94, 95, 98, 103).

From the standpoint of the subject of this study, the characteristics, given by N. Protasova, prove the mutual influence of social and professional forms of human mobility.

F. Ismahilova examines professional experience from new positions as a systemic psychological guided formation, as a

professional characteristic of a specialist and as one of the factors of their competitiveness. Therefore, the experience management programs in an organization, according to F. Ismahilova, should be aimed at the development of professional competency (2000). In our opinion, in this work, professional experience is not entirely justified as being the basis of professional competency, and not vice versa. From the standpoint of professional development as a process, it is more logical to consider professional experience and professional competency as interconnected concepts.

Rightly equating the concept of a 'good manager' and 'experienced manager', A. Karpov points to the following components of professional experience: long-term memory, 'quintessence' of the administrative activity itself, the system of its regulators, the degree of differentiation, the 'wealth' (which means its volume and variety), success of activity, selectivity of experience, its ordering, and structuring. In the formation of professional experience, the integral administrative situations, which occurred before, play an important role, and are the most instructive and useful for further activities. The experience must be effective and constructive (Karpov). In our opinion, the following should be attributed to the parameters of professional experience: internal characteristics of a person, characterizing the qualitative aspects of experience (i.e. the level of professional knowledge, skills, abilities, the development of professionally necessary personal qualities of a specialist), the results of this activity; professional administrative experience which reveals the degree of development of the value-based sphere of an employee and their professional competency.

It is not difficult to find the quality of value-based sphere (internal psycho-emotional, demand-motivational, and value-motivational spheres) in the interpretation of the content of professional experience. Thus, G. Lelikov, along with their intellectual abilities, physical and moral qualities, included the concept of 'qualification' to the components (1999, p. 58). Acade-

mics fairly associate professional interests with the process of acquiring real work experience (Darli, 2003, p. 233).

Thus, we can conclude that professional experience is formed in interconnection with the personal professional competency qualities of an employee (skills and abilities, professionally important qualities, professional learning (or ability to study, academic mobility), professional competency, and professional culture). Professional experience, as a certain degree of formation of competency qualities, is formed and is under the influence of value-based qualities such as professional suitability and efficiency, professional orientation of a person (professional intentions, call, interests, expectations, and satisfaction). Professional experience is a form of assimilation by the specialist their own and collective rational achievements in the professional sphere, this is a definite result, the result of professional development of a person.

In the process of formation of professional experience, it is necessary to allocate social, cultural, academic, professional, and personal factors. However, for assessing the existing level of professional experience in a particular professional environment is sufficient to assess competency qualities. Professional experience is an important component of professionalism. Continuity, mobility of the process of changing the administrative and professional situation, and professional development of the personnel requires that the subject should also manage to follow these changes, be professionally mobile, constantly improve their professional competency, enrich professional experience and improve professionalism. Formation of professional experience is impossible without providing adequate opportunities for professionalization from the side of a public authority, institution or organization, where they operate.

It is important to understand the concept of 'professional experience' in the context of understanding conceptual approaches to the definition of 'professional mobility'. According to Ukrainian scientists, the concept of 'professional mobility' is based on the following meanings:

– the process of moving workers among professional and qualification groups as a result of acquiring work experience, knowledge, skills and abilities;

– the main reason for the mobility of personnel (their turnover, associated with dismissal) is not so much the length of service, but dissatisfaction with the nature and working conditions;

– mobility is analyzed within the framework of the redistribution of the workforce of one enterprise (internal staff turnover), as the movement in the internal labour market of an organization;

– as a relation to legal labour activity, readiness to change, if necessary, the primary conditions of their work, guidance on the level of intensity of work, religion, the possibility of self-realization, and social status;

– as one of the essential characteristics of a person, as a phenomenon inherent in work with personnel, moving mobility is considered to be one of the measures for the development of personnel management technology.

Therefore, the professional mobility of an employee, as their inherent individual quality, is manifested in obtaining them sufficient personal resources, professional competency, experience, which ensure the efficiency and effectiveness of their professional activities, the rapid fulfillment of official tasks in terms of professional development, functional status movements and personnel movements within the limits of one profession or organization (in the narrow sense of the term 'professional mobility', since it is a professional activity in one sphere of professional activities – public authorities).

It is necessary to use interprofessional type of professional mobility (in the form of internship in the business sector) to increase the level of professional competency and experience, professionalism, and professional mobility of public service personnel. Within the framework of interprofessional movements of personnel it is necessary to evaluate the competency qualities

together with the value-based qualities, which indicate the adequacy of the professional orientation of a candidate for the selected new profession. In this case, the assessment of professional experience (competency and value-based qualities of personnel), in our opinion, should include other parameters:

– effectiveness (efficiency) of the previous work;

– how the candidate worked, which knowledge and skills, methods and technology they used, and also which personal skills and abilities they used during the process of work;

– [or: where they studied, which knowledge, skills, techniques, technology they used – in terms of opportunities for using the interaction of academic and professional mobility of an employee as a quality and resource – *authors*];

– whether a person wants to go beyond the chosen profession in the future (the desire for inter-professional mobility and which there may be subjective reasons for this), the desire to transform their personal experience, to enrich the profession with their own personal contribution; ability to accumulate, renew and apply creative experience – professional learning, academic mobility, activity, purposefulness, systematic and effective self-education, aspiration to increase professional competency;

– whether a person is ready to accept the professional experience of other people, or shows the so-called 'professional openness';

– if they achieve (or can achieve) the results determined by the official competence;

– whether a person has mastered the norms, rules, standards, culture of the previous profession and whether he can reproduce them at the level of professionalism in their new career (cultural mobility resource).

5.6. Loyalty as the quality of personnel: the problem of formation and evaluation

Recently, the problem of personnel loyalty gets the features of topical. Loyalty to an organization increasingly appears to

researchers and practitioners of human resources as a modern, comprehensive and relevant quality of personnel, indicating their professional value orientations, and their overall ability to perform professional tasks.

The growing number of scientific researches in personnel loyalty made by S. Morgunov, S. Shekshnya, S. Pashutin, G. Shamarova, H. Rampersad leave an open question about its essence, factors of formation, how to evaluate loyalty in a complex of other professionally important qualities of personnel, how loyalty of personnel is connected with their professional competency and professionalism.

The purpose of this section is to investigate the problem of forming and evaluating the loyalty of public administration personnel in a complex of other professionally important qualities through the use of comparative, complex and systemic methods, and the modeling method.

Psychology gives us understanding of loyalty as a socio-sexual system. From psychology we learn that the given system, imprinted during puberty, creates a characteristic sexual role and a personality capable of consistently implementing this role. The morality of this imprint is fixed in the first place, providing a gradual civilization process through which loyalty to the family can grow into loyalty to any member of the tribe, and then into higher loyalty to the nation, state and even loyalty to the entire human race and the Earth (Willson, 1998, p. 83). Despite the fact that this interpretation overlooks the aspect of loyalty to the profession, it is important from the point of view of recognizing that loyalty as a human quality is influenced and shaped in the process of its social interaction with such social institutions as family, profession, state, and public administration. So, it is worth determining loyalty to something. Let us assume that this quality is based on the motivational attitude towards something, has value and moral colouring, and therefore, the cultural (ethical, value, behavioral) and competency component in its content, and is influenced by certain factors, the specific set

of which is determined, at a minimum, by the specifics of social or professional activity, professional environment, and professional culture.

Referring to loyalty in the political sphere of society, we should note that public authorities usually tend to use traditional forms and methods of political regulation and administrative methods that are in line with the values and ideals that are shared in society. This increases the people's loyalty to the authorities and promotes the preservation of integrity in society (Utkin, 2001, p. 164). Similarly, the values, norms and ideals of public administration and public service should be formed, including the corresponding system of values and ideals of society, declared in the Basic Law – the Constitution of Ukraine.

Ideological loyalty in Stalin's times was guaranteed in the USSR in two ways. Firstly, almost everyone lived with the feeling of fear, inspired from their early childhood. Secondly, people used such a protective mechanism – described by George Orwell – as doublethink, when a person can have two opposing but equally candid opinions on one issue. Doublethink is the limiting case of alienation of an individual, the tearing of their official and private life. To some extent, this was the necessary condition for survival (Kon, 1999, p. 8). The main criterion for recruitment and promotion was loyalty to the current regime and its core – the Communist Party (party membership was needed for the purpose of obtaining any important position), and only then the professional and personal qualities of a person were taken into consideration (Shekshnya, 2002, p. 43). The situation was much more serious with such components of socio-cultural identity and the rights of citizens of the USSR as their social origin and political and ideological loyalty. The first one retained its relevance in the matters of ensuring the general civil rights of a person at least to the period of 'Khrushchev thaw' of the 1950s, and in the matters of admission to the ranks of the ruling party, placement on responsible and ideologically significant work, in 'exclusive' access to scarce social benefits

and to high social status. In fact, it lasted to the 'Gorbachev's perestroika' of the 1980s. The political and ideological loyalty that consisted of a very complicated and multifaceted complex of demonstrative and ritualized human actions in the socio-industrial sphere of man's life, ideologically loyal and 'competent' speeches at meetings, participation in official political events and demonstrations, demonstrative atheism, 'hatred to the West', and earlier in voluntary denunciations of ideologically 'unreliable' people, etc., played a significant role in the socio-status growth and sustainability of an individual throughout the Soviet era (Kulturnaya kompetentnost lichnosti).

Let us suppose that the basis of this loyalty was both sympathy, real support for the ruling regime and the leaders, and pseudo-loyalty, based on demonstrative formal support. The events of World War II, the 'Gorbachev's perestroika' and 1991 showed the 'true' stability and awareness of the Soviet people's loyalty to the ruling regime, especially in the national republics, proving that it is a rather controversial measure of human attitude to something, even to power. The given example proves that loyalty is a dynamic quality in its essence; it cannot become a criterion for evaluating a person's relation to something or to someone over a long period of time and ultimately depends on many factors of objective and subjective nature.

In our time, politicians tend to build a political process on the basis of an integrated political culture. It is characterized by the coherence of political identities, low levels of political violence, the prevalence of civil procedures in resolving conflicts, trust in political relations of social groups, and loyalty to the existing regime. This culture has replaced the patron-client relations, typical for the socio-economic formations of feudal times, which, by the way, preserve their stability in transitional democracies in modern states. A. Derkach points out that a feudal relationship between the vassal and the suzerain can serve as an example of structured individual violence. These relationships included personal loyalty

and suzerain's right to violence towards his vassal. Probably, the mechanisms of structured individual violence are a necessary component of the implementation of collective structured violence, i.e. personal loyalty, such as of the guards to the person they guard, is a necessary component for the establishment of appropriate social institutions, such as the army. Consequently, an integrated political culture of modern times means building citizens' loyalty as their citizenship, and means relations with the ruling regime on fundamentally different grounds, as indicated above. Loyalty itself is supported in the developed countries by a high level of education (competency), culture and general material well-being. These are, in our opinion, the basic conditions for the formation of loyalty to something as a stable characteristic.

Let us recall that the concept of 'loyalty', as the quality of a worker in the professional sphere, was first introduced in the Russian Empire in order to improve the personal qualities of an employee in 1886. Then there came the law "Rules of hiring workers to factories, plants and manufactories, as well as special rules on the mutual relations of manufacturers and workers". Adoption of this document was accelerated by strikes. The document regulated the behavior of employees, their responsibilities with regard to inspectors. The task of the inspectors themselves was to find out in advance about the preparation of unrests and identify the initiators. Thus, the document established the importance of not only the development of certain mental functions (memory, perception), but also personal position of an employee, which in this case concerned loyalty not so much to the person of the employer, but to work. That is, at the end of the nineteenth century 'personal' and 'activity' approaches were already a reality in practical work with personnel. Consequently, the term 'loyalty' in its first meaning was often translated as "one that stays within the rule of law, sometimes only externally, formally" (Pryazhnikov, 2005, p. 31 to 32).

Many business organizations developing in the post-Soviet space, being aware of the importance of the organization's culture,

voluntarily or involuntarily are seeking, to some extend, to reproduce fragments of the staff loyalty project in their organizational and corporate cultures, moving from leader-type companies that encouraged loyalty to executives, to managing the values of the organization, when the loyalty to an organization becomes relevant, which in the activity aspect means efficient (effective) professional activity.

We would like to remind that companies of leadership type appeared in Russia, Ukraine and other post-Soviet countries in large numbers in the early 90s of the 20th century. As a rule, their development was determined by a leader or a group of leaders, who had necessary connections, were generators of transformations, and sources of organizational and business ideas. In such companies loyalty, personal devotion, common social characteristics of group members (sex, age, origin) were sometimes valued higher than professionalism and business characteristics.

However, due to the scaling of business – the transition of the company from the level of small and medium businesses to the level of corporation – many resources of the leadership team, as indicated by the study, lose their efficiency. Subsequently, there is a very dangerous situation: loyal managers cannot manage because they are not professional enough, and professionals cannot quickly socialize in an organization because they are not loyal enough (Tarasenko). Meanwhile, the vivid individuality of the founders and owners of these companies cannot be the manifestation of their individualism, since maximum loyalty to each other and a high degree of solidarity, reproduced in each new production structure, becomes the condition of interaction between creative individuals (Borisova, 2006, p. 39). In these conditions, 'external' loyalty is not enough. The 'activity' loyalty as an ability to work well for achieving strategic goals in an unstable environment and competition becomes relevant.

New organizations are beginning to build their relationships with employees in a new way. Within the context of constantly accelerating change, employers are forced to abandon the traditional

moral contract that they concluded with their employees in the past century. The contract, according to which an employee received a guarantee of employment, career development and material wealth in exchange for loyalty to the organization and readiness to follow instructions, is becoming a thing of the past.

Today, an employer needs knowledge and competency, much more than discipline and skills, and the ability to learn more than devotion. As a result, a new type of organizational contract, similar to a 'commercial partnership', appears (Shekshnya, 2002, p. 6). Guarantees from the side of the firm, the conditions for development and the duty of an employee to keep commercial secrets, to show loyalty and adhere to the company's philosophy, to strive for the development of the goals of life, etc. are also established (Maslov, 1999, p. 104). We emphasize that the non-economic nature of the values shared in the intellectual environment leads to the fact that corporations cannot demand loyalty from their employees in modern conditions, but rather they must earn loyalty to themselves (Inozemtsev, 2000, p. 47). This approach once again proves that an important role in the process of professional development of an employee, which is subject-object in its essence, is played by the workers themselves, the professional environment, the management of the organization and the real relations between them, which are built on the basis of common values, motives and satisfaction. One of the basic principles of Japanese organizational culture is characterized by the fact that the members of the corporation form so-called 'family' when the mutual obligations of management and employees are established. The employees pay firm with their loyalty, and the leadership must take care of the workers, their welfare and personal needs. If a manager of a company gets married, he receives a cash bonus, since his financial expenses as a married man have increased. They will also receive a pay rise after the birth of each child, although the amount of his work does not change (Pochebut, 2002, p. 39).

Loyalty is an individual and dynamic phenomenon. An employee can be loyal in one team and disloyal in another. Any team is autonomous, with its qualities, uniqueness, norms and rituals. Autonomy (from the Greek autonomia) is a holistic and isolated group of people who work to achieve a common goal, gaining not only the material result of the joint activity, but also the pleasure of participating in it. The autonomy group is characterized by the fact that in the process of joint activity, ideally, social and other needs and interests of the group members must be fully met. In addition, the individual goals of each participant of the interaction are achieved only as the result of his participation in the group activities as a whole. There is absorption of the individual goals of individual participants by the group goals. This is an ideal prerequisite for the emergence of loyalty, which in this case has a conscious nature, based on the operational and performance characteristics of employees in which their competency qualities, as well as professional mobility in its narrow sense as the ability of a person to quickly master the necessary competencies, professional roles within the framework of one organization or a profession, are implemented.

The autonomy group is characterized by three main socio-psychological peculiarities, which constitute certain conditions for the formation of 'activity' loyalty:

1) isolation (silos), closure from other groups. Members of the group act in accordance with the rule "do not remove dirt from the house". Because it is a reference group for them, its norms, standards, value orientations are key regulators of their behavior; there are not supposed to be negative and critical remarks towards the group;

2) internal consolidation, compatibility of the members of the group, their loyalty to each other;

3) an intra-group general purpose of activity, professional culture, and the morality that requires from each member of the group, firstly, the same type of behavior: "be like us all". That is,

everyone is obliged to adhere to values, norms, and stereotypes of behavior, and secondly, actions in the interests of their group.

A member of the group who violated this imperative can be punished in some way (from the most serious measure, such as an exclusion from the group, to more flexible and humane methods of punishment such as the refusal of the group to recommend promotion, reduction in the position or informal status, removal from participation in the decision of group problems, etc.). The autonomy group can be characterized as a group of colleagues, since it acts as a whole, and this whole dominates each person, suppressing their individuality to a certain extent (Pochebut, 2002, p. 123). At the same time, loyalty to such a group may be made by people who are internally ready to suppress their own individuality at work, or such that do not have the specified personality and must adapt themselves to the situation. However, it is a rhetorical question whether it is good or bad for a process of personal and professional formation of an employee.

Professional loyalty includes feelings and emotions that people experience in their profession. Individuals, who are at the professional end of the continuum, view their profession as a "vocation given from above", as activities related to a particular mission. That is, they have well-formed value-based qualities. On the other part of the continuum workers do not have any vocation, and a long stay in one or another area of employment is not inherent in them (Abramov, 2000).

An additional insight into the essence of staff loyalty from the standpoint of its content and evaluation criteria is given to us by the administrative ethics that explores all the moral aspects of the activities of public servants and managers. Administrative ethics interprets values as convictions, thoughts, attitude of people, groups and society to such concepts as freedom, justice, honesty, loyalty, neutrality, responsibility, etc.

The criteria for the distribution of additional material incentives in modern organizations (autonomous groups) are

different. They can be in proportion to the basic salary, equal, in proportion to the number of days spent working during a period, length of service, etc. The choice depends on what the organization wants to encourage – solidarity, loyalty, devotion, discipline or qualification (Shekshnya, 2002, p. 204). However, the practice of working with personnel and scientific research often prove the lack of a direct relationship between loyalty, employee's satisfaction from work, their needs and external motivation. An increasingly important role in the process of professional development is given to the internal motivation, value-based qualities of the staff, the formation of which allows the organization not only to have a loyal, but at the same time professionally fit, effective and efficient employee. From our point of view, loyalty itself, which is not based on professional suitability, competency, and professionalism, indicates very little.

The results of conducted by researchers studies on the mechanisms of loyalty and factors influencing its formation, as well as the measuring of loyalty, prove that loyalty (devotion) of the employees of a company only to some extent stems from satisfaction with wages and other forms of material incentives. That is, by itself, money (even big), for which, it would seem, employees come to the company, do not fully satisfy their loyalty. For example, using modern terminology, the hygiene factors of F. Hertzberg are loyalty factors, because they affect affiliation to the company. It is worth noting that some researchers use the terms 'loyalty' and 'organizational commitment' as synonyms (as cited in Bogoslovsiy). Yes, the salary refers to the hygienic factors that encourage people to come to work; hence, they provide people's commitment to the company, or loyalty, but not stimulating devotion to work. Modern research in general confirms this. Indeed, satisfaction at the average is related to loyalty. However, in one recent study, carried out by Russian researchers, such a connection was not established. For some reason, the staff of this company comes to work not for the sake

of salary. Answering the question: "What could motivate you most for productive work?" most employees of this company (78%) indicated the possibility of pay rise as the most powerful motivator. The second place is taken by a fair premium (72%). The aggregate percentage is greater than 100, because employees could choose several options from the proposed 11. That is, for the employees of this company salaries and labor intensity are not hygienic factors, but rather motivators.

In addition, the results of the correlation analysis of the data obtained refute the widespread belief that satisfaction from the intensity of work and the real duration of the working day affects loyalty. It turned out that the commitment of the interviewed staff to this company (the desire to go to work) depends to a large extent on such motivating factors as the possibility to fully realize their abilities and interest in the essence of work. It can be concluded that the employees of the surveyed companies have the most motivational potential with hygiene factors. They are in fact motivators, although according to the theory of F. Herzberg they should not encourage people to work more efficiently. Consequently, we can see that the theory does not always work. Russian researchers make the logical conclusion that the theory of F. Herzberg is not universal. There are people and organizations whose actions and thoughts do not coincide with the generally accepted (as cited in Bogoslovskiy).

From this perspective, further research should focus not only on satisfying motivation needs, but also taking into account the needs of personnel in professional adaptation, activation, fair professional appraisal, education and upbringing. Only in this way, in our opinion, one can have a comprehensive approach to the evaluation of loyalty as a quality, which is based not only on pleasure from work, but also may include incompetency, adaptability, obsequiousness to leadership, real indifference to the organization's affairs, when behind external activity and indifference there is a professionally unsuitable and immobile worker who pays more attention to

'evaluating' the work of their colleagues than to the effectiveness of their own work. It is no wonder that M. Argyle indicated loyalty (as a submissive endurance of difficulties) among other distinguished main manifestations as precisely dissatisfaction from work: leaving (dismissal, search for new work); protests (talks with the leader, writing letters, strikes, etc.); neglect (absenteeism, delays, low productivity). Consequently, loyalty to an organization (as opposed to loyalty to the leadership), demonstrated by an employee in words and behavior, cannot be regarded as the only indicator of the real attitude of the employee to an organization, leadership, and possibly the profession as a whole. Loyalty to an organization also manifests itself in the process and results of work.

The aspect of loyalty of employees working in public authorities is relevant. Russian researchers rightly point out that at the regional level, it is important to find people for whom public service is a vocation, that is, from the point of view of modern experts, in the fields of professionalism the identified public servants have a high level of development of internal motivational (value-based) qualities. But one should not ignore the priority of professional qualities, for instance, of a public servant who is the "core of the whole construction" of modern public service, moral and spiritual qualities, political neutrality of public servants, and at the same time their loyalty to the foundations of the constitutional system (Kochetkov, 1999, p. 25). Consequently, loyalty in its basis should include not only devotion to the profession, public authority or organization, or leadership, but also be combined with the qualities that indicate absolute professional suitability.

It should be noted that the system of achievements and the system of merit are the main universally accepted ways of staffing and, as a consequence, the main systems (models) of the public service. More narrow systems, which are usually called elitist, are distinguished within these models. According to such defined criteria for staffing as loyalty or professional competence, the most

striking manifestations of these systems are the nomenclature and the career systems (Table 2).

Table 2

Types of public service systems

Sources of staffing	*The main criteria for defining professional suitability*	
	Loyalty	*Competency*
For all positions – both external and internal	Spoils system	Merit system
For junior positions – external, for other positions – only internal	Nomenclature system	Career system

The bureaucracy in the United States of America matured later than democracy, which led to the emergence of an important feature of the American type of Anglo-Saxon public service: the principle of 'booty to the winner', which meant the distribution of a number of higher positions to the representatives of the victorious party (Menshova, 2006, p. 43). However, as pointed out above, not only loyalty, but also professional competency, efficiency of work, independence of thinking, awareness of the sphere of their competence, creative thinking, willingness to risk and the will to counteract negative phenomena are required from the managers of the 21st century (Bandurin, 2005; Smirnov, 2002, p. 10). Activity loyalty is required even from organizational psychologists who, in addition to their loyalty, must be able to carry out specific tasks of their work – organizational management and social planning (Pochebut, 2002, p. 15), i.e. purely competency and activity (operational – according to A. Markova) qualities of the staff.

Consequently, it is more logical to consider loyalty as the quality of personnel, which, along with other qualities, is the

performance of the degree of formation of value-based (internal motivational) and activity (operational) qualities. And it is through the latter that the competency qualities of personnel are manifested. It is due to the assessment of these qualities that we get a picture of loyalty demonstrated by an employee. This opinion is confirmed by Ye. Mohyliovkin & O. Bazhyn, O. Gogol, A. Zhernenko, V. Sofyina, who identified career competencies that should be subject to complex assessment, along with loyalty to the organization. Other authors have developed such criteria for employee's evaluation as professionalism; diligence; desire for self-education; service (quality of customers' service), and loyalty to the firm (Morgunova, 2001).

In our opinion, the achievements of implementing the management of the organization's values, or so-called value-based management, are the following: better internal cohesion, a powerful source of internal and external motivation, engagement of specialists of a higher level of professional culture, competency, professionalism and professional mobility, differentiating itself from others organization, formation and support of the organization's unique image, and due to this, the possibility of providing a higher loyalty of the personnel to the organization that has activity manifestations.

Depending on the level of knowledge of the employees, the strategic goals, priorities and values of the company, the adoption of management policy, the recognition of the validity of requirements and their compliance with the personal interests of the employees, one can distinguish the following main options for the attitude of the personnel to the organization:

– lack of staff loyalty to the organization which is typical for employees who do not know or do not understand the company's strategies, disagree with the policy and management requirements;

– limited staff loyalty. Employees agree on goals and standards of work but do not agree with the personnel management policy and have mistrust of managers;

– absolute loyalty of staff. Employees understand the goals of the company and management policies as such that do not harm their interests;

– personal commitment to the manager and loyalty to the company as a basis for realization of personal interests in the current situation;

– commitment to the company, identification with its goals and values, recognition of legality of requirements and manifestation of trust of managers (Yakhontova, 2003).

Consequently, loyalty to an organization (department) is combined with a more or less time-honoured respect for it. The degree of loyalty can be evaluated by a five-point system in the process of professional assessment of the personnel within an autonomy group according to the following criteria:

– employees that know the organization very well and are devoted to it. Always put the organization's interests above their own. Even if things do not go well, they never allow a bad talk about the organization. Positively and with enthusiasm tell about the company, management, colleagues, both at work and outside. Sincerely proud of their organization – 5 points;

– employees that perceive the organization and themselves within the organization positively. Do not allow themselves constructive criticism or rumble. Pleased to work in this team – 4 points;

– employees that are satisfied with working in the company. Avoid public expression of dissatisfaction with the organization, colleagues, and the boss – 3 points;

– employees that do not feel part of the organization. Sometimes they do not hold back the negative emotions regarding the organization – 2 points;

– employees that have extremely negative attitude to the organization. Conquer their personal goals. Criticize the company and colleagues both at work and outside – 1 point (Borisova, 2006, p. 41).

One of the reasons for the loss of loyalty to an organization, as indicated by the practice of personnel management, may be unclear role duties, which, moreover, cause stress at work. Employees often do not receive clear instructions on what to do and where their responsibilities are. Colleagues often try to delegate responsibility to each other. There are two factors that can be a source of stress. The first is the unclear definition of duties (responsibilities), which makes it difficult to prioritize among various duty assignments, as well as determine the time for carrying out each task. The second factor for the emergence of stress and disloyalty may be the so-called role conflict. Stress, caused by a role conflict, occurs when two distinct aspects of the work are incompatible with each other. For example, in the work of a public servant, loyalty to the consumer of administrative services sometimes contradicts his accountability to the law. In the work of a head of any level loyalty to the interests of the organization sometimes affects the attitude to the subordinates and partners. Often, a role conflict leads to psychological confusion. Whatever a person can do, they will behave incorrectly, at least in relation to one criterion. This causes internal conflict, fear of disclosure and condemnation from the leadership. And as a result it leads to the feeling of inadequacy and low self-esteem (Kon, 1999, p. 39; Pochebut, 2002, p. 85; Pryazhnikov, 2005, p. 241). In this case, loyalty can be demonstrated to compensate, at least partially, the future punishment. But such loyalty is unlikely to be necessary to the organization and the leadership. E. Morgunov notes that a subordinate may not consider themselves internally loyal to a certain structural unit, but this does not diminish the influence of their boss's orders (2001).

Thus, the introduction of management of the organization's values must be carried out gradually, but consciously and continuously. Ideally, the value, motivation and satisfaction of an employee and the organization must be mutually understood, recognized, and shared in the joint activity. As a result, an employee must form a holistic vision of the organization's activities, vision of

their own perspectives and individual trajectories of professional official and qualification development. Guided procedures for the identity of themselves and the organization (feelings, emotions, etc.) must occur as well as. Above all, an employee must be loyal to the organization, not only to the management, meet the requirements for the post, and be professionally mobile. Loyalty both to the management and to the organization can be demonstrated by professionally unsuitable personnel as well. Both professionally satisfied and professionally dissatisfied personnel can have loyalty to the management and the organization. At the same time, the lack of personnel loyalty to the organization does not always mean their dissatisfaction with labour and their poor responsibility. Due to this, the complex assessment of value-based (internal motivational) and competency, or activity (operational) qualities, which is based on professional culture, professionalism and professional mobility of the personnel, is of particular importance. Loyalty of personnel should be understood and evaluated within the limits of their absolute professional suitability. The introduction of components of value-based management in public service is necessary.

5.7. Profiling of official competences of public servants on the basis of management (managerial) and public administration functions

Introduction of professional competency profiles in the public service of Ukraine has intensified the study of various aspects of the formation of the designated quality in public servants, as well as the management of this process. In the two decades of existence of the scientific field of public administration, there have appeared a large number of diverse competency profiles for public and civil servants. However, the theoretical aspects of this profiling remain a topical scientific problem, since the quality of profiling depends on what public servants will be oriented on in the process of their work,

professional assessment, motivation, training, education, and self-education.

In the previous articles, the approach based on the method of formalizing the typical tasks and functions of public authorities was substantiated. But the implementation of the process approach in those publications was built on systematized specific functions and tasks of the structural subdivision of the public authority (Office of the Regional State Administration). However, at the same time, it was stated that the process approach allows us to determine the functions for forming the typical functions and tasks of a public servant, to determine the essence of their official competence, activity based on the functions of a public servant, which, in turn, should be based on the functions of the structural unit of a government institution, public authority, public service, and public administration (Shpektorenko, 2013; Shpektorenko, 2012).

We will try to substantiate the process approach to formalizing the functions of public servants, which is based on the functions of governance, management, and public administration.

To solve the practical problem of the preparation of job descriptions, we have continued to develop approaches, the content of which consists in the phased use of the process approach (in order to determine the complex of management processes, factors that provide the most important process, which is the creation of intermediate or final forms of administrative services, and social management), a functional approach (in order to formalize the functions of a public administration body, its structural unit, functions of a public servant within its official competence) and a competency approach (in order to reformat the complex of formalized functions within the official competence (and professional competency) of public servants.

It should be reminded that the official competence of an employee is determined according to their position. Position is one of the forms of division of labour in public service. O. Turchynov calls it the initial universal form, the 'bedrock' of organization

of people in all state, public and private structures. He defines a position as an established (constituted) social role, performed by a person in state, public and private organizations, as well as in enterprises and institutions. The essence of a position consists of labour functions, which determine the main directions of activity, task or function, provided for a specific social role, and are their indivisible form in the organizational structure (1998, p. 114). The general scheme of the approach outlined in this section has the same content as in the previous articles: process approach → functional approach → competency approach. Thus, in this section the justification of the process approach to the formalization of the functions of public servants, which is based on the functions of governance, management, and public administration, is presented.

The process approach, justified by representatives of the classical school of management, had a small prehistory. The concept of functional management was formulated at the beginning of the twentieth century by an American scientist F. Taylor and was seen as a form of systematic approach to management. F. Taylor did not overlook the functions of management.

What F. Taylor accomplished in science is still relevant. Despite the fact that F. Taylor's approach was intended to ensure an increase in labour productivity at industrial enterprises, a number of his conclusions are relevant for professional activities in such field of public administration as public service. He emphasizes the fact how it is not necessary to organize the distribution of powers, build an organizational structure; and the actual conclusions of management cannot be almost automatically transferred to implementation in the field of state and public administration and personnel management. Let us briefly outline the main provisions of functional management. They are the division of planning (control) and execution (production) functions between managers and workers; the division of the process into operations; standardization and simplification of operations; narrow

specialization of workers; and unit form of wages. Such a system gave some advantages. Employees were given the opportunity to specialize in their chosen profession and, thus, to develop high-level professional skills. Due to the centralization of various functions, spending of the organization decreased; work became safer, since everyone knew their place, as well as the tasks that he had to perform; it became easier to form the organizational structure of the company.

During its existence, functional management has exhausted its reserves, and it has been replaced by a more progressive process management, which nowadays occupies the dominant position in the world. Today the leaders of a company, formed on the functional management, have difficulties in mastering the cross-sectional structure of vertical and horizontal management of processes (Efimov, 2008, p. 5). In process management, the organization is considered as a set of functional cross-processes of the organization, which corresponds to the actual order of work performance. In the management science itself, the division into functional and operational strategies has become entrenched (Goldshteyn, 1995, p. 9–10). Functional strategies represent the organization's action plan in detailed directions (research, production, marketing, finance, human resources, information systems, etc.). Functional strategies add details to the business strategy and show which functional actions will be applied. The main role of the functional strategy is the support of a general business strategy, and the secondary role is achieving functional goals.

Operational strategy refers to more narrow and detailed approaches. It is important in terms of strategic completeness. Even the smallest organizational structure, if important, is an essential element of achieving the goal, and its managers must understand it and have relevant goals.

Consequently, with regards to F. Taylor's scientific views of the concept of functional and process management, the idea

of a division of planning (control) and performance functions between managers and workers and of the possible (and desirable) division of the management process into operations and stages is relevant to the public service. The peculiarity of the public service is that, on the one hand, the centralization of various functions is unsuitable and harmful in the conditions of a public authority, when it is impossible to functionally rigidly form the organizational structure. On the other hand, in the form of profiles of competence and job descriptions, a public servant must know and perform the work assigned to them in accordance with the specified documents. Also, operational management strategies of a public authority, operational strategies of personnel management, first of all, flexibility in the calculation of wages and flexible incentive systems should become useful for state and public service. The increase of professional competency not only in a certain area of management, but also in the chosen profession should be the main task of the specialization. The standardization of professional activity must be within reasonable limits, the narrow specialization of workers is possible only in a limited number of the lowest positions of the public service (for instance, technical and clerical content).

The approach to administration as to the process defines administration as a process in which activity, aimed at achieving the goals of the organization, is not seen as a one-time action but as a series of continuous interrelated actions, so-called management functions. According to the concept of H. Fayol, one of the representatives of the classical school of theory, to manage means foreseeing, organizing, disposing, co-coordinating and controlling. This statement of the scientist refers to 1923, when the theory of management only began to develop. H. Fayol considered management (in its terminology – administration) as a set of principles, rules and techniques, aimed at performing business in the most effective way, using optimally the resources and capabilities of the firm (as cited in Gerchikova, 1995, p. 6). H. Fayol's main contribution to the

management theory is that he considered management as a universal process consisting of several interrelated functions, such as planning, organization and control.

The process approach, from the standpoint of V. Voronkova, includes the understanding of administration as a universal process, which consists of certain managerial functions such as planning, organization, management, coordination and control. Futher, the number of functions expanded and included motivation, communication, assessment, decision-making, recruitment, negotiation and conclusion of agreements (2008, p. 39).

Other classics in the field of administration and management, as well as other scholars, allocate a significant number of functions systematized according to different principles (approaches) to their systematization (classification) in the list of functions. V. Bakumenko defines planning functions (with purpose-setting, designing, programming and projecting) with the possibility of involving predictive, forecasting, organization, motivation, and control functions (2013, p. 28–31). Other scientists distinguish the following functions of management: organization, planning, motivation, control, coordination (Barliani, 2001, p. 7); decisions, recruitment, representation and management functions: marketing, planning, organization, management (leadership, command), motivation, coordination, control, communication, research, evaluation, negotiation or conclusion of agreements (Gerchikova, 1995, p. 3, 5, 7).

The further development of classical management theory was studied by L. Gulick & L. Urwick. They took H. Fayol's management functions as a basis, and eventually the administrative activity included the following functions: planning, organization (creation of formal structures), staffing, and management, coordination, reporting and budgeting. Of these seven elements of administrative activity, three – planning, organization and coordination – are directly taken from the scheme of H. Fayol. Instead of Fayol's concept of 'command', there is the concept of 'leadership'. L. Gulick does not

single out control as a separate element, but instead uses the terms 'budgeting' and 'reporting'. At the same time, when H. Fayol's work with personnel is mainly a part of the organization's function, L. Gulick distinguishes it as an independent element ('staffing') (as cited in Kuznetsova, 2004, p. 81).

According to the subject of influence, volume (scale), means and nature of influence on the object of management, M. Malysheva divides functions into socio-organizational and internal organizational. Socio-organizational functions of state administration are aimed at all the diversity of social processes occurring in the internal life of a state. They have the basic meaning of the state administrative activity, which purpose in fulfilling its responsibilities to society is realized. Intra-organizational functions of state administration are aimed at organizing, ordering and activating the activities of all structures of the state apparatus, and giving it certainty and dynamism, socio-organizational and internal organizational features of local self-government bodies.

According to the essence and depth of their influence on the system of social relations, the functions of public administration are divided into general and specific ones. The general functions of public administration reflect the essential moments and are present in almost every administrative interaction of its subjects and objects. M. Malysheva continues that in the theory of management, among the most important functions there are the following: organization, planning, forecasting, motivation, regulation and control. Specific functions of public administration are embodied in specific manifestations of all the diversity of situations that arise in practice, where it is necessary to act only on behalf of the state, exercising the competence of administration. These include the use of law enforcement, the conduct of elections and referendums, the state statistical record (population census), licensing activities, the regulation of special legal regimes (presidential rule, state of emergency, free economic zones) and a number of others (2011, p. 12–13).

M. Malysheva points out that it is precisely because of the administrative functions of public authorities that public administration functions are implemented (2011, p. 12–13). Consequently, the process approach allows us to define functions for the formation of typical functions of a public servant, to determine the essence of their official competence, the content of their activities, which should be built primarily on the functions of public administration. The functions of public service, a government institution, a structural subdivision of the government institution, and a public servant should be defined according to the same functions. Scientists have developed many complexes of functions of government institutions and public servants, but not all of them are based on the functions of administration, which constitute the functional basis of administration in the state. Consequently, the methods of formalizing the typical functions of government institutions on the basis of process approach should be based, first of all, on systematized specific functions of governance and public administration.

N. Kuznetsova, among other things, investigated the functions performed by managers at various levels of the hierarchy and confirmed the conclusions of H. Fayol and his supporters that the management process is universal, the main managerial functions are performed by all managers, regardless of the type of enterprise, activity or level in the hierarchy they embrace. That is, the head of an industrial enterprise, the head of a medical institution, or the head of a local police department perform the same managerial functions. This is also applied to all subordinates of a lower level, although the time the managers devote to each function will vary depending on the level. For example, managers at a lower level, who are engaged in more specific and routine work, are much more involved in control than planning and organizing of work. However, as you move up the organizational chain, work requires more creativity and organizational skills, which leads to an increase in the time required for planning, and to

reduce in the time required for control (2005, p. 12–14). Therefore, the public service is an inter-functional working team. The professional activity of a public servant is also inter-functional. N. Kuznetsova's conclusions, firstly, confirmed the correctness of the linear cross-cutting approach to ensuring the redistribution of functions between managers and subordinates in the process of implementation of the competence of a government institution structural unit, as set out in our previous articles (Shpektorenko, 2013). And secondly, the conclusions of N. Kuznetsova about the universal nature of the management process and about the fact that the basic administrative functions are performed by all the leaders in an organization, have proved their absolute suitability for understanding the management process in a government institution, and therefore for understanding the essence and orientation of the professional activity of heads and subordinates in the public service.

Thus, a process approach, based on management functions and public administration, should serve as a basis for the design and use of typical professional and qualification characteristics of positions of state or public servants and, therefore, to move to the process of drawing up their professional competency profiles. Not only the orientation of public servants on the specific content of their work, but also the direction, the essence of the processes of professional assessment, professional motivation, vocational training, professional education and self-education depend on the scientific, systematic, and precise profiling.

The following management functions and relevant official competences, and professional competencies are proposed to be acknowledged as the basic ones in the field of planning (research, goal-setting, designing, forecasting, programming, prediction, marketing); organization (decision-making, coordination, management (command), coherence, reporting, budgeting); motivation; control; communication (with competences of representation, holding of negotiations, conclusion of agreements);

evaluation; recruitment, staffing. The profile of competence (professional competency profile) of a public servant, in the context of the implementation of our approach, will be consistent with the basic management functions, will lay down clear requirements (norms, standards), systematized according to the functions that he must perform obligatory. Not only the official competences (and professional competency) of government officials, but also the content of their professional training should be based on the functions of management (administration) and public administration.

The proposed methodology for the development of profiles of competence can also be used during the preparation of job descriptions, which have a more active expression of the professional competency and professionalism of a public servant. The results of the research give the opportunity to better provide the functional basis of governance in the state, systematically determine the functions of a government institution, local self-government and their structural units, providing a cross-sectional structure of vertical and horizontal management of processes, distributing the process of managing them among the performers and according to the levels of complexity of administrative activity, to ensure inter-functionality in the work of public servants, to avoid situations where certain functions are lost in time during compiling of profiles of competences and job descriptions. And they are lost. Functional ability of a candidate for a position or an employee to perform official tasks, competences and authority is one of the signs of their professional suitability, professional efficiency, and their professional potential.

5.8. The task of knowledge management in the professional development of public service personnel

Personnel management is a sophisticated, complex technology of work with personnel, designed to rationally manage the abilities /

capabilities and professional opportunities of a person in an organization, in an enterprise, in a government institution or in a local self-government body. This is a functional area of activity, which task is to supply an organization with personnel in the required quantity and quality, their correct assessment, placement and development. It is also a kind of human activity, which represents a purposeful action on people, which activates their joint activity (Fedorova, 2007, p. 7). The activating personnel management function, which is directly executed by managers, is obvious, and, in our opinion, it consists of separate functions, such as professional orientation, evaluation, adaptation, motivation, control, training and education. Personnel management is a complex, special function and a kind of activity in managing people in organizations. From this point of view, management is a component of competency, which is performed in the ability to "lead everyone to success" (Shpalinskiy, 2003, p. 9).

The emergence of new areas of personnel management requires their theoretical reflection.

We will carry out the analysis of knowledge management as a new direction in personnel management. To do this we have set the following tasks: to make an attempt to determine the essence of knowledge management, to compare its theoretical basis with the well-known science provisions, and to highlight the task of knowledge management in the professional development of public service personnel.

Organizations (public authorities and local self-government) use human (labour, professional), creative, educational, natural, technical, institutional, organizational, informational, financial, etc. potentials in their activities. Human potential is recognized as the main driving force of social progress, the main factor in the effective functioning and development of any organization (Shamarova, 2008, p. 50). Trends in modern management are aimed at combining all kinds of capital, the potential of an organization, and as the result of such a combination provide it with innovative development. It is necessary to emphasize some difference between

the terms 'management' and 'administration'. Administration is a more general term that extends to all parts of an organization, as well as to the socio-economic and technical and technological system. In an organization it is common to single out the managing (subject of management) and the managed (object of management) subsystem. The subject and object of management are connected by forward and backward linkages. The managing influence is performed from the subject to the object of management through forward linkages, and the information about the behavior of the object of management comes through backward linkages. If the behaviour of the object differs from the expected or planned, then the managing influence is corrected (Serbinovskiy, 2007, p. 11). Management involves the development of personnel in the conditions of corporate spirit, competition, various types of external influences and threats; the effectiveness of the activity correlates with economic, financial and other costs, and profits. Thus, local self-government bodies, in accordance with their mission, status, tasks, functions and powers, are able to apply management in their activities on local development more efficiently than public authorities united by the vertical of executive power.

Personnel development is a set of measures aimed at improving the quality of human resources (human capital, potential) of an organization (authority). It is considered the main reserve for improving the efficiency of public and local administration, the quality of analysis and policy making, and the provision of quality administrative services. Professional development is the process of preparing employees for the implementation of new production functions and occupying positions, aimed at overcoming the difference between the requirements to an employee and the qualities of a real person. It requires considerable effort on the part of the employee, therefore, impossible without interest on their part (Vesnin, 2000, p. 462). It means a professionally qualified person with a sufficient level of development of value-based and competency qualities that has the capacity to develop professional

mobility in the profession or in the position. Professionalism involves mobility, which is closely linked to the general activity of an individual, which promotes his integration into society. Mobility is primarily the ability, the real value-based and competency willingness of the employee to meet the requirements of society, the professional qualification requirements of a certain professional group, the level of development of science, engineering and technology, organization and working conditions, etc.

In the modern world, the social surplus product is formed as a result of the use of accumulated knowledge in the process of work. Knowledge has become the object of management. According to B. Milner (2009), knowledge covers theoretical and practical knowledge, as well as daily rules of behaviour, and is based on data and information, but in contrast to them, knowledge is always associated with a certain person, is constituted by people and their expectation of cause-and-effect relationships (2009). Knowledge is more than a set of facts, united in one group. It should be noted that knowledge, as a set of various evidence and formed on their basis capabilities (skills and abilities), is one of the signs of professional competency. From this position, knowledge management can be seen as a narrowed version of 'competence management', which considers the competency of personnel – the object of management – to be a flexible, mobile phenomenon, which consists of knowledge, skills, abilities and experience. In knowledge management only knowledge (knowledge base of competency and professionalism), being the reference point for the formation of skills and abilities, is considered the pillar. The question arises, why, for example, knowledge can be considered a capital of a person or an organization, but competency, as a more integrative quality, not? Competency of an organization and its professionalism consists of a set of competencies and professionalism of its employees. Therefore, from the theoretical point of view, knowledge management will probably evolve in the conceptual framework of competence management. It should be emphasized that professional behavior, as a component of

professional culture, can be perceived as a skill within a competency-based approach. Culture is increasingly seen as a "core component of human capital" (Kheller, 2002, p. 443).

But knowledge is not just what a person knows. This is what an organization knows. This includes its intangible assets, as well as collective knowledge and collective experience of the personnel. This experience may concern, for example, the creation of new knowledge as a cyclic and continuous process. Its result is innovation, which can be the most important competitive advantage when using it by organizations. In the broader view, the concept of 'individual competency' and 'competency of an organization (public authority and local self-government)' can be considered on this example.

The emphasis on the importance of knowledge in the formation of professional competency and professionalism of personnel leads to the search for professionally important qualities that contemporary personnel would have. Intellect and creativity are called the most important characteristics of personality (Shpalinsliy, 2003, p. 51). Intelligence is the ability of a person to thinking, to mental work, to conscious perception of the world and his own actions, to knowledge and logical (rational) thinking, to the rapid perception of a new common sense, and does not depend on other personal qualities (Vesnin, 2007, p. 422). This is a relatively stable structure of mental capabilities, which is a combination of experience and knowledge imposed on such natural qualities as curiosity, invention and wit. This is the person's ability to analyze, compare, classify, and serialize. It is the ability to creatively apply the knowledge gained, to effectively integrate into the socio-cultural life, to successfully adapt to the environment and life circumstances. In the structure of intelligence, the following factors are distinguished: vocabulary, word comprehension, fluency of speech, ease in using information, spatial orientation, and associative memory, speed of perception, logical thinking and communicative competency. The level of mental development (the intelligence quotient) is closely related to intellect, it is like its indicator. This is the ability to use freely the knowledge

and skills that assures obtaining new knowledge and skills, for example, without waiting for rotation or internship for a new post. This is the cognitive mobility, design skills of a person, individual creativity, cognitive mobility, individual search activity (for example, mastering new, related competences), innovation, activity in cognition, and 'emotional intelligence' (D. Goleman). These qualities determine the academic mobility of a person, including his profession. Intellectual capital is understood as knowledge, which can be transformed into profit and be estimated (Barancheev, 2007, p. 200). In the evaluation of personnel actively such criteria as 'level of mental development' or 'intelligence quotient' (IQ) are used (Shpalinskiy, 2003, p. 52), F. Taussig and F. Barr created a hierarchy of mental and physical professions, depending on the ratio of the index of intelligence (as cited in Turchynov, 1998, p. 64), however, the methods of evaluating the intellectual potential of an organization are still being developed by scientists. In the world, the value selection of candidates for office, the possibility of acquiring a high level of professional competency in the near future, i.e. an estimation of the professional suitability of a candidate, or, in other words, their potential mobility is becoming topical. In any case, the intelligence of an organization will consist of the intelligence and efficiency of each member of the team. At present, the public service of Ukraine retains, for the most part, a formalized assessment in the form of a qualification exam, or interviews, the efficiency of which do not meet the current requirements of the quality and efficiency of the staff of public authorities.

The idea that successful personnel development results from the influence of only three factors such as *knowledge, capabilities, and behavior of personnel* (Gavkalova, 2005, p. 103), loses its relevance. Knowledge should be continuously updated, and the update should be due to intelligence, cognitive qualities, and at the initiative of employees themselves. Without objective influence of the professional environment on the process of professionalization, the process of professionalization of personnel will never be effective.

In knowledge management, the process and results of the implementation of knowledge of specialists become the object of management. Knowledge management is a new management function. This is the management of the non-property assets of an organization, which should be systemic in nature. From the point of view of psychology, sociology and other sciences, organizations are increasingly seen as behavioral, cross-cultural systems. A new view of the organization as 'a factory for melting knowledge' is being confirmed. Including knowledge management in its strategy, organizations begin to consciously use their communicative resource, on the basis of which human relationships are built, and seize the value from this resource.

In this aspect, the definition of management in the cybernetic aspect is successful. Its essence is that it carries out the transfer of a group of people (organizations) from one state, to another, from outgoing to desirable (Beliatskiy, 2006, p. 27). In our time, the cultural direction in management takes leading position in the comprehension and rethinking of trends in organizational development. At the same time the use of communicative resource, which offers as well wide access to more complex, more perfect implicit knowledge, helps to differentiate from competitors significantly. Each organization represents a cultural environment with certain specific values, the style of building relationships in a team both inside and with the outside environment. Professional environment can be evaluated through its functions and the overall competence of an organization. Investors put money into knowledge-intensive companies, into the management of such invisible assets as knowledge, communication and relationships.

Human potential becomes the main factor in the effective functioning and development of an organization. This factor becomes a necessary condition for the national security of the country. Man is considered to be the main carrier of knowledge, its producer and user. Personnel management has become an element of the system of competitive advantages of an organization, its

strategic factor. It should be borne in mind that an organization (public authority) should strive not for one advantage, but for several.

Professional potential as an element of human potential is the aggregate capacity of the physical and spiritual properties of an individual worker to achieve certain results of their production activity in the given conditions, their ability to self-improvement in the process of work and ability to solve new tasks. Professional potential has its own structure. For example, B. Serbynovsky includes to this structure the following:

– *psycho-physiological potential* – ability and predisposition of a person, his state of health, efficiency, resilience, type of nervous system, etc.;

– *qualification potential* – the amount, depth and width of general and special knowledge, work skills and abilities that determine the ability of an employee to some work of certain content and complexity;

– *personal potential* – the level of civic consciousness and social maturity, the degree of assimilation of norms of attitude to work, value orientation, interests, needs and ambitions in the work, based on the hierarchy of human needs (2007, p. 202–203). We offer to measure the professional potential of a person, which, in effect, is the potential for professional mobility, by means of two components: value-based and competency qualities.

In its turn, the professional potential of an organization is a set of potentials of professionally qualified and mobile workers who can carry out professional activities in an organization in a favorable professional environment, which includes professional skills necessary for the professional development of personnel.

The main objective of knowledge management is to provide a systematic process for the identification, use and transfer of information and knowledge that people can create, improve and apply. The central idea of modern management is the more effective use of existing knowledge. It is important not to reinvent what has

already been invented, but to use the existing experience. The positive results of organizations often stem from well-established solutions in the field of intellectual capital management. This management is also aimed at how to act, or, more precisely, how to orient the staff so that the ideas that emerge from one employee can be shared by others to encourage, motivate, and intensify the exchange of information among employees of the organization.

From the perspective of developing the knowledge base of human professional, we distinguish the following potential tasks of knowledge management:

– shifting the priorities in the HR system to the strategy of managing the intellectual capital of an organization as a system integrity (Salikhov, 2008, p. 42), the search and gaining of knowledge, creation of new knowledge, ideas, hypotheses, increase of unique intellectual competitive advantages of an organization;

– formulation of the strategy for the development of the intellectual potential of an organization, when knowledge management is included in the organization's development strategy, and the strategy itself would focus personnel's orientation to the transformation of information data into general relevant knowledge (Salikhov, 2008, p. 42);

– creation of conditions for the preservation of human potential, its quality enhancement, development of intelligence and spirituality. These priorities concern all processes, structures, information technology, and HR practices;

– ensuring the restoration of human resources through the phases of reproduction, consumption, distribution, preservation and development in a professional environment;

– disclosure of the human heuristic potential (including 'hidden', 'implicit'), its use in personnel assessment, promotion, and stimulation of work. Formation and development of the institutional mechanism for transforming the implicit intellectual knowledge of employees into explicit knowledge, which is formalized and ready for further use;

– formation of individual cognitive models of employees;

– formation of an individual non-contradictory system of specialist knowledge (Tochenaya, 2008, p. 56), which is based on independent search of new in the external environment, and in the experience of other organizations, ranking, systematization, forecasting of development trends on the basis of interdisciplinary, intersectoral and other approaches (in the form of a certain cycle of acquisition and transformation of knowledge from information), programming of actions, forecasting the results and the ability to independently use it;

– accumulation of intellectual capital, creation of preconditions for finding and dissemination of available information and experience, analysis of pragmatic goals and expectations of the organization. *Communicative management* is the management of the transformation of 'neutral information' into 'positive knowledge' (Salikhov, 2008, p. 42). [It can be assumed that communicative management is a part of the so-called *collectivist type of management* known to foreign researchers. – *authors*];

– mastering the methodology and methods of research work for the solution of intellectual tasks of practical direction, the acquisition of cognitive autonomy by personnel, ability to self-development, the ability to set complex goals and objectives, readiness for modern types of mobility, thinking in cross-cultural and geopolitical coordinates, the ability of artificial, project attitude towards personal prospects; 'information manager' (Keil, 1994, p. 189);

– intellectualization of government-management decisions;

– acquiring capacity (by public authorities, local self-government bodies and their staff) to self-organization and a combination of all kinds of resources (capital) during the implementation of their tasks;

– targeted change in the motivation of employees to obtain the maximum impact from them; new approaches to forming the climate in an organization to enhance the innovative activities of the staff, to control the 'creative chaos'; active communication

with subordinates to actively signal employees about the desired settings;

– ensuring 'professional longevity' of staff with the possibility of using it in the system of professional development, mentoring, other forms of training, sharing of professional experience;

– changing the role of organization culture and culture of management, which purpose is the formation of new values of the culture of management, the formation of a new attitude of staff to the processes occurring inside and outside of modern socio-economic systems; activation of the mechanism of self-organization of personnel. The main feature of the organization's culture is its variability.

Intellect, culture, memory, attention, communicative skills, and empathy are recognized as professionally important qualities of a professional, which are closely associated with the analytical, coordinative, communicative, and organizational functions of public servants, their competency, professionalism, and professional mobility. A new financial and management concept is required to capture intellectual capital.

Thus, the ideas of knowledge management can be implemented in the public service of Ukraine. In the light of backlog of the legislative, regulatory and legal framework for the development of public service personnel from the objective needs of public administration, heads of state and local self-government bodies can independently introduce innovations into the process of professional development of subordinates, creating the appropriate climate and atmosphere, give appropriate 'impulses' to subordinates, by orienting them that the changes in a particular direction are considered positive and encouraged. Developed tasks of knowledge management in an organization (public authority) can become the guidance for this activity.

In addition to the state authorities, the ideas of management and knowledge management may launch changes in local self-government bodies, despite the fact that administrative reform in our country is slowed down for an indefinite period of time.

5.9. Structure of academic mobility of personnel: managerial aspect

Modern Ukrainian society is characterized by a change in models of human potential development. This process is complex; it is often accompanied by losses of the previously formed part of human resources. Managing the process of reproduction of this resource through education does not provide the necessary quantitative and qualitative characteristics of labor potential for the present. Under such conditions, it is the state that must mobilize socially active forces to rebuild human potential in its wider context, its effective development and involvement in the creation of society welfare, high culture, morality, and spirituality. But how can it be done? One of the powerful activators of social potential and social mobility of a person is education (including professional education). However, we still cannot give a definite answer how to enhance the role of education in the progress of society, using the functions of governance, and to increase the social mobility of people through education.

Consideration of this problem through the development of social mobility, professional mobility, and social potential of an individual reveals the possibility of further analysis of the development of social activity of people through other types of mobility such as academic, professional, socio-cultural, cultural, in which the existence of man mainly occurs. Consequently, the issue can be addressed in terms of management of these types of mobility. It means a certain social, academic, professional, socio-cultural, and cultural environments, which have certain functions (structures), influence, and constantly interact with the corresponding qualities (structures of qualities) of a person. The development of structures of different types of mobility will provide opportunities for effective interaction of elements of these structures, to manage the activities of people in them with greater efficiency, and to achieve the greatest effectiveness of people's activities. Management of

a particular type of mobility of an individual can acquire sectoral public administration orientation, for example, in public education management.

The combination of certain types of human activity with certain qualities of a person and their value-based qualities and needs, in our opinion, either determines the success of a person in a particular activity (in a particular environment), or vice versa, deforms them, reducing the efficiency of their activities. We hope, this assumption will change the traditional approaches to determining the effectiveness of human activity in certain spheres of development both of man and society as a whole.

Mobility is a measure of the movement of everything alive. It is inherent in everything, including evolution, peace, states, public administration and its systems (subsystems). It is typical for education, which should not only be continuously upgraded to provide qualitative educational knowledge, skills and abilities, which means to be flexible, but also to ensure the mobility of a trained specialist in the labor market [laying the individual qualities of his professional and other forms of mobility – *authors*], and in due time to lay strong preconditions for increasing the educational qualification and self-education received by a specialist (in other words, for lifelong education, the development of the 'I-education' of a person, and with its help of 'I-concepts' and the concept of 'I-professional'). In order to compete with other specialists, one should learn to compete with oneself. Any human, social, and professional activity is not possible without the development of consciously directed activities. The vectors of this activity are determined both by the environment in which a person exists, and his own ability to understand the directions of social change, his own culture, self-reflection, self-actualization, abstract thinking, the art of synthesizing of optimal solutions, which are indicators of the development of human intelligence. In the long run, intelligence is the point that decisively influences the success of any activity.

The Bologna process targets at the mobility of graduates of higher educational establishments. After all, much of the education received affects both social mobility of an individual, and professional and other types of mobility (academic, socio-cultural, cultural).

Academic type of mobility has not become an issue of general research of domestic scientists. In the Russian Federation, scientists work on this problem more actively. However, the results of the work of Russian scientists are not unambiguous. Article of A. Tatarnikova *Increase of professional mobility of a specialist in the system of open education* is dedicated to the 'increase' of professional mobility of a specialist in the system of open education through continuous education (2005). The main content of the publication is devoted to the key aspect of Russia's contemporary education policy – to make Russian system of higher education more open and mobile. The author understands academic mobility as the intensive exchange of students, trainees, teachers between educational establishments of all the countries of the world, as well as expanding and improving the spectrum of educational programs, forms of education, educational technologies and organizational systems.

Commenting on this view, we should note that this is just an external expression of academic mobility, the territorial mobility of people involved in the educational process. In our opinion, the interpretation of academic mobility from the point of view of A. Tatarnikova is too narrow. In fact, academic mobility is conditioned by deeper factors and is determined primarily by the activities of educational establishments that carry out training (academic environment) and the qualities of those who study and have, as their own ability, capability (suitability) to study (learning), the need to move within academic mobility, have a demand for their own knowledge, skills, abilities, intentions, in the organization of their own 'I-education' (self-education).

In another article (Kugel, 1999) there are horizontal and vertical types of professional mobility of scientists. It offers neither the classification of mobility, nor the criteria by which these types of mobility (academic and professional) differ. The authors introduced the term 'pathological mobility', i.e. the process of withdrawal of scientists from the spheres of science, as well as migration processes, which is quite questionable from the scientific point of view. In our opinion, such a process again lies within the framework of inter-professional or international types of professional mobility and it is difficult to justify it as a type of academic mobility. The article presents the general tendencies of movement (fluctuation) of doctors of sciences inside and beyond Russia, and the motivation of this movement. Thus, some aspects of the regional movement of personnel on the Russian labor market are being investigated. According to the authors, their research will subsequently be enriched with international research on this topic, which will allow deeper learning and understanding of the dynamics of trends and motivations for professional mobility [and why not academic mobility? – *authors*] of scholars in different countries with market economies. As we can see, the results of the research of Russian colleagues, except for new quantitative characteristics amidst already known to scientists current trends of mobility of scientific personnel, have no new and important results for understanding such complex and systemic phenomena as professional mobility and academic mobility. In other words, an analysis of these two types of mobility was not carried out, and professional mobility was not actually studied.

The abstract of L. Goryunova's thesis is worth attention (2006). Based on its content, it would be more logical to call the topic *A professionally mobile specialist as a problem of education in Russia*, since it is inappropriate to talk about professional mobility of a specialist within a higher education establishment as it occurs precisely within a particular profession or a group of professions. From our point of view, in the academic environment of a student,

one can speak of his academic mobility or pre-professional type of professional mobility (initial professional mobility). In the scientific literature accessible to the authors, the structure of academic mobility is found in the form of lists of personal qualities, which, according to the authors, determine one or another type of mobility of an individual.

Consequently, academic mobility is currently being studied only on the basis of the movement of graduates and professorial teaching staff of educational establishments. We should emphasize that the mentioned publications investigate both the actual academic mobility of students (graduates) of higher educational establishments and a separate type of mobility – the professional mobility of teaching staff working in the academic field, which are different objects of research. The movement of teachers in the vocational qualification structure of society cannot be studied within the framework of academic mobility because it is their professional mobility. Therefore, it is the task of scientists to clearly distinguish between academic and professional mobility in their research, since such a 'mixing' of the subject of research substantially reduces both the theoretical elaboration of this problem and the scientific significance of the results.

Having developed the structure of professional staff mobility, we came to the conclusion that it is at the same time the structure of this type of mobility of an individual, who carries out professional activities in other professions as well. Taking into account other types of mobility, such as social, socio-cultural, cultural, academic, it turned out that their structures are similar.

Similarly, it can be argued that the structure of academic mobility will determine the type of student's mobile behavior in the academic environment. This structure has two substructures, provides a structured and systematic idea of how to ensure the greatest effectiveness of public education management, the management of student learning as the process of assimilation new knowledge, skills and abilities, formation of academic (training) competence; in

other words, how to ensure quality of education for future graduates. Moreover, the parameters, put forward by the structure of academic mobility, relate both to an institution that provides educational services (as defined by ISO standards) and those who study there. The quality of selection for learning, as a procedure that exists in the countries of the Bologna system, largely determines the quality of both the process and the individual result of learning, and the level of formation of educational competence. Unprofessional, unmotivated, unadapted, uneducated student who, moreover, does not have the appropriate intentions, vocations and other qualities of value-motivational and value-based spheres, that is deprived, for example, of internal and external activation for learning, will never get high academic results and will not become mobile in a broad social context. In this case, no methods of public management in the field of education quality will produce satisfactory results.

The proposed structure of academic mobility provides a systematic idea of which processes influence the movement of an individual in the academic environment, and which individual qualities determine human progress in the learning process. We should emphasize that the academic environment is formed by an educational establishment.

The managerial potential of a person is formed under the influence of the same factors as its learning potential. The environment is different; it can be professional, academic or other. Moreover, the knowledge, skills and abilities [and later professional experience – *authors*], which will form professional competency, begin to form in the system of education (training) of a person and continue to develop or deform throughout his life.

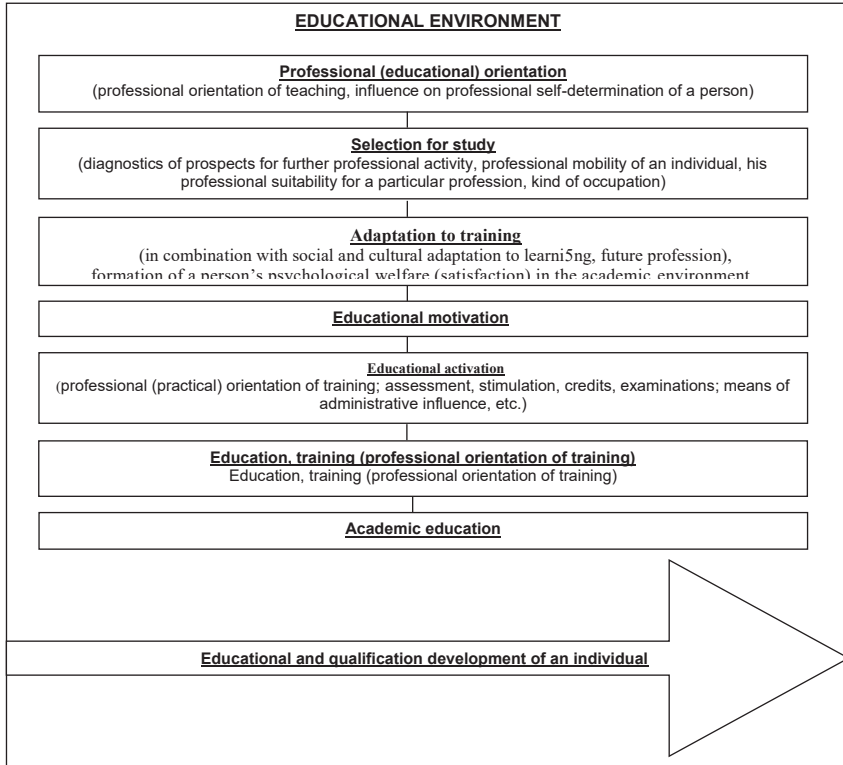'Academic mobility' and 'professional mobility' are systemic phenomena. They take into account the *objective aspect* (public policy in the field of education (professional education (training), public personnel policy in various professional groups, legal and regulatory conditions of education (including vocational training), professional activities) and the *subjective aspect* (personal qualities

of a person in academic and professional environments) as a certain structured model, a paradigm for ensuring these types of mobility as the main component of learning success, and subsequently professionalism. These structures reflect the processes initiated by the environment in the form of its functions. Functions stimulate the development of qualities that determine the academic, professional success of a person, and as a whole, their success in the social environment. Management of a certain type of mobility is performed through functions.

The structure of academic mobility, as well as the structure of professional mobility, can be used to manage, to improve the quality of education and the quality of providing educational services. But it should be borne in mind that the mobility of a student (a listener) is determined by the structure of his academic mobility, and the mobility of a teacher by their structure of professional mobility. During educational activities, when learning acts as a process in which both the object and the subject of learning (student and teacher) act, there is a close interaction between these structures and this interaction largely determines the quality of education as a whole.

From the point of view of the development of both academic mobility and professional mobility, Ukraine should implement a model that is used in the United States, using modeling and designing the level of future worker training, when the required list of important personal and qualification qualities is taken into account and augmented in the learning process (Ivashov, 1997, p. 168). These qualities generally, but systematically provide us with structures for academic mobility and professional mobility. Mobility in general is associated by scientists with professional training, as well as motivation, and conditions for the admission of workers to work (Bossart, 2004, p. 21–22). And this is really so, because education, or competency determines, how successful professional activities of man will be. But according to the structure of academic
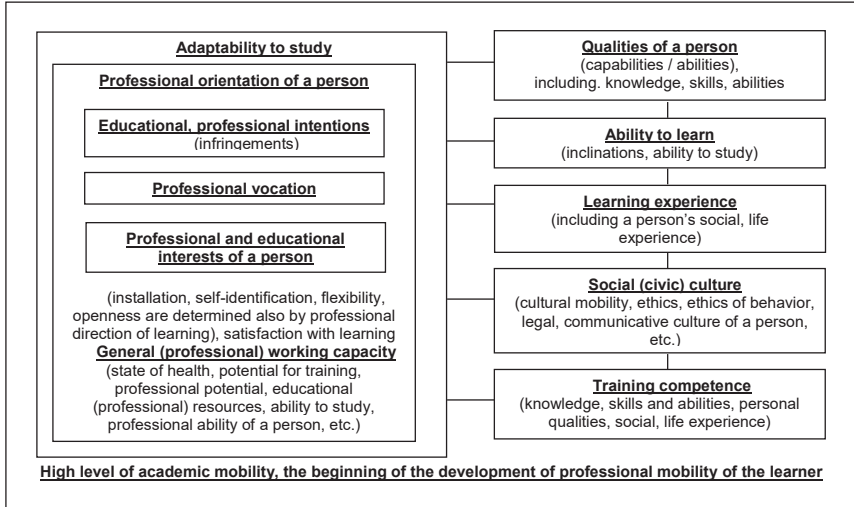
mobility, there even more such motivators and activators. They affect a person systematically, at the same time, having signs of synergistic interaction.

EDUCATIONAL ENVIRONMENT

Professional (educational) orientation
(professional orientation of teaching, influence on professional self-determination of a person)

Selection for study
(diagnostics of prospects for further professional activity, professional mobility of an individual, his professional suitability for a particular profession, kind of occupation)

Adaptation to training
(in combination with social and cultural adaptation to learni5ng, future profession), formation of a person's psychological welfare (satisfaction) in the academic environment

Educational motivation

Educational activation
(professional (practical) orientation of training; assessment, stimulation, credits, examinations; means of administrative influence, etc.)

Education, training (professional orientation of training)
Education, training (professional orientation of training)

Academic education

Educational and qualification development of an individual

Substructure 1. **Functions of the environment (processes) in which the academic mobility of an individual develops / deforms (objective factors of academic mobility)**

For example, L. Znovenko has divided the target setting for the development of academic mobility of a prosperous specialist into two components:

1) designing of their own educational and future professional activities;

2) which activities and conditions a student is engaged in to develop their academic mobility (2008).

<table>
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Adaptability to study

Professional orientation of a person

Educational, professional intentions
(infringements)

Professional vocation

Professional and educational interests of a person

(installation, self-identification, flexibility, openness are determined also by professional direction of learning), satisfaction with learning

General (professional) working capacity
(state of health, potential for training, professional potential, educational (professional) resources, ability to study, professional ability of a person, etc.)

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Qualities of a person
(capabilities / abilities),
including. knowledge, skills, abilities

Ability to learn
(inclinations, ability to study)

Learning experience
(including a person's social, life experience)

Social (civic) culture
(cultural mobility, ethics, ethics of behavior, legal, communicative culture of a person, etc.)

Training competence
(knowledge, skills and abilities, personal qualities, social, life experience)

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High level of academic mobility, the beginning of the development of professional mobility of the learner

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Substructure 2. Qualities that develop the internal needs of an individual in academic mobility (subjective factors of academic mobility)

In this way, a combination of the efforts of both an educational establishment and a student in attaining the goals of learning is achieved. The structure of academic mobility allows more systematic implementation of personality-oriented learning, including professional learning. Continuing education is mainly realized in professional activities.

In the academic environment, those who study under certain conditions may develop an *academic deformation* that affects all of the qualities listed in substructure 2 and is caused by the ineffective influence of elements of substructure 1. Academic deformation

provides not the development of the student's knowledge, skills and abilities (training competence), but, to a greater or lesser degree, their destruction. The processes that we described are caused by the functions of the environment, and occur both in the pre-professional development of an unemployed person (who is still in education) and in the professional, during the intensification of their inter-professional type of professional mobility, when academic mobility, being a quality of an individual, allows them to quickly master new knowledge, and later a new competency and a profession.

Thus, the structures of academic mobility and professional mobility that we have received, especially in joint consideration, greatly enhance the understanding of the processes of training, professionalization of personnel; expand the understanding of the functions of public administration of these processes, and the management of educational activities of students in educational establishments.Observingthefunctionsofeducationalestablishments will maximize the activity of people in them. Considerable attention should be paid not only to the selection of people to work, but also to education, because it has become widespread to provide education to all in our country, which leads only to increase in the number of people with diplomas but without achieving the main thing, namely, quality education that would really help people achieve the results necessary for them and society.

EPILOGUE

We hope that this publication will not only activate scientific research in the field of public service, but will also identify new directions and aspects of these studies. An urgent problem is the development of tools for assessing professional environment as a necessary condition for the effective professionalization of personnel, including public service personnel. Such an assessment can be done by diagnosing the functions of professional environment that we have identified, or by assessing the value-based and competence of the staff in a particular public authority. In our view, the annual assessment of the head of a public authority or heads of structural subdivisions must definitely include criteria for promoting the professional development of subordinates, the influence of the manager on the process of their individual professionalization.

The urgent problem of further research is the problem of leadership in public service, the expediency of the institute of leadership in the system of executive branch of government. Another relevant issue of further research is the study of the specificity of staff loyalty in local self-government bodies, which management has leadership features, as well as the peculiarities of forming loyalty of the staff of the political and administrative positions of public service.

The direction of further research is the use of not only functions but also stages of management in the process of profiling the job functions (and tasks) of public servants. The practical aspect of the combination of professional assessment of complex requirements

for a public servant in the process of professional evaluation, their formalization in view of the inevitable administrative reform and the withdrawal of public administration from administrative management is sure to be interesting. After all, formalization of the official competences of public servants through their profiling is a prerequisite for their professional activities, but it cannot be considered the only means of ensuring the efficiency of work.

The public service of Ukraine will need to apply the activity approach for standardizing and professional evaluation of professional and official activities of public servants, which may also be based on the process approach to administration. It should be noted that the competency approach can only partially solve the problem of the formation of specialists and the problem of professional evaluation of public servants, since, according to one definition, professional competency is an integral professional ability of a person, which means only their *preparedness* [see – *authors*] for performing a certain class of professional tasks (Derkach, 2004, p. 130). Research and the use of the competency approach should be carried out with the knowing and understanding that any competency is reflected in activity.

From our point of view, operational strategies of administration of public authorities, operational strategies for managing public service personnel, especially in the process of decentralization and transition to public administration in the state have considerable interest for further research.

Further research on professional activities in public service should contribute to the formation of a systematic understanding of the professional formation of employees, the formation of professional intentions, the reasons for choosing or changing the profession, the stages of the career, the dynamics of the interaction of a public servant with professional environment in the processes of professional socialization, professional development and professionalization, the formation of professionalism and professional mobility or professional disorientation, demotivation,

maladaptation, deactivation, etc., or even the system manifestations of professional deformation.

Scientists have to develop new conceptual approaches to personnel management in the light of knowledge management, and to create a system of theoretical and methodological views on understanding and defining not only the essence, content, tasks, but also criteria, principles, and methods of personnel management. They also have to develope organizational and practical approaches in the implementation of professional functions of the environment in shaping the mechanism for its implementation in the specific conditions of the functioning of public service, public authorities, and to create system models of professional environment of public service.

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