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THEORETICAL GROUNDS OF PROFESSIONAL COMPETENCE FORMATION FOR PUBLIC SERVANTS

The article analyzes the notions of "competence", "professional competence", "of professional competences framework" and classifies professional and personal qualities of public servants which enable efficient, effective and timely fulfillment of their functions. The author proves that solving the problem of framework formation professional competences for public servants should begin with a clear separation of public service positions and adopting the Code of Public Service. The article presents a matrix of public servants competences for those applying to top managerial positions.

Keywords: public service; public servants; local self-government servants; positions; skills, abilities, knowledge, competences.

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ТЕОРЕТИЧНІ ЗАСАДИ ФОРМУВАННЯ РАМОК ПРОФЕСІЙНОЇ КОМПЕТЕНТНОСТІ ДЕРЖАВНИХ СЛУЖБОВЦІВ

У статті проаналізовано поняття «компетентність», «професійна компетентність», «рамка професійної компетентності». Здійснено аналіз та класифікацію професійних та особистісних якостей публічних службовців, які надають можливість ефективно, результативно та своєчасно виконувати функціональні обов'язки. Доведено, що вирішувати проблеми формування рамок професійної компетентності публічних службовців слід починати з чіткого розмежування посад та прийняття Кодексу законів про державну службу. Розроблено матрицю рамки компетентності публічних службовців, які претендують (або вже призначені) на керівні посади.

Ключові слова: державна служба; державні службовці; посадові особи органів місцевого самоврядування; посади; навички, вміння, знання, компетентності.

Табл. 2. Літ. 21.

Оксана И. Пархоменко-Кутцевил

ТЕОРЕТИЧЕСКИЕ ОСНОВЫ ФОРМИРОВАНИЯ РАМОК ПРОФЕССИОНАЛЬНОЙ КОМПЕТЕНТНОСТИ ГОСУДАРСТВЕННЫХ СЛУЖАЩИХ

В статье проанализированы понятия «компетентность», «профессиональная компетентность», «рамка профессиональной компетентности». Осуществлен анализ и предложена классификация профессиональных и личностных качеств государственных служащих, что позволяют эффективно, результативно и своевременно выполнять функциональные обязанности. Доказано, что решать проблемы формирования рамок профессиональной компетентности государственных служащих следует начинать с четкого разграничения должностей и принятие Кодекса законов о государственной службе. Разработана матрица рамки компетентности государственных служащих, претендующих (или уже назначенных) на руководящие должности.

Ключевые слова: государственная служба; государственные служащие; должностные лица местного самоуправления; должности; навыки, умения, знания, компетентность.

Problem statement. Staff within the system of public administration is the main moving force of any process in the state, it is exactly the staff within the public administration system who develops, adopts, implements public-management decisions

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and the quality of their work depends on the efficiency and effectiveness of the public administration system as such.

However, currently there are problems concerning the formation of professional personnel structure in public administration, including the regulation requirements to professional competences of personnel according to position and functional responsibilities.

The Strategy for Sustainable Development "Ukraine-2020" (Decree of the President of Ukraine, 12.01.2015, # 5) provides reforming and optimization of public service and public authorities. This, in turn, ensures the professionalization of public service personnel, formation of effective corps of public servants in Ukraine.

The main objectives of public personnel policy implementation in 2012–2020, particularly include: to develop mechanisms employing highly skilled experts, successful entrepreneurs, talented graduates; to form the effective personnel reserve for managerial positions in public administration; professional development of higher management personnel in public service to ensures the effectiveness of state policy in the field of governance leadership and conducting administrative and economic reforms.

So, the basic normative document mentioned above outlines the need to ensure the professional development of public service staff in Ukraine. Staffing through justification of key competencies provides a system of public service with professional specialists capable to solve the problems which the state and society are facing.

Latest research and publications analysis. Last years many Ukrainian researchers (G. Atamanchuk (1997), V. Averyanov et al. (1999), I. Bakhov (2013), U. Bytyak (2005), N. Honcharuk (2007), N. Lypovska (2004), N. Nyzhnyk et al. (2003), O. Obolenskyi (1998), O. Okis (2009), E. Okhotskyi (2011), S. Seregin (2003), M. Pyrene (2001), V. Spivak (2004), O. Turchynov (1998) etc.) analyze the basic requirements to professional competences of public servants, requirements to psychological qualities of servants and justify the requirements to educational qualification in the public service.

However, among the unresolved issues is the systematic analysis of scientific development of professional competences framework for public servants.

The objective of the article is the introduction of a framework of professional competences for public servants to be formed among professional staff for public service in Ukraine.

Key research findings. At the beginning let us define the concepts "competence", "professional competence", "framework of professional competence".

Competence is the ability to perform through knowledge and to manage the execution of certain complex of works with a certain speed, quality and efficiency, which is a certain process or a certain part of the process, a function or a part of function, and to have an understanding of theory, abilities, skills and experience in a field (Surmin et al., 2010).

Professional competence of specialists in the system of public administration is the ability of employees to fulfill job responsibilities at the expense of own knowledge, abilities, skills and experience.

The framework of professional competences is a set of clearly determined qualities based on a thorough analysis of performed functions, whether a servant is per-

forming them according to the occupied position, efficiently, effectively and qualitatively.

The article analyzes the formation mechanisms beyond the competence of public servants, which the author attributes to public servants and local self-government officials.

In the Law of Ukraine "On Public Service" (16.12.1993, # 3723) the key responsibilities of a public servant include: ensuring effective work and government tasks according to their competence; directing the performance of their responsibilities, timely and accurate implementation of public authorities or officials decisions, the orders and directives of managers; maintaining the government secrecy; permanent improvement in work organization and professional skills, initiative and creativity in work etc. It follows that a public servant should have the following competences – focus on getting results, self-improvement, creativity and initiative.

However, to the main professional competences of public servants also belong:

- focus on the recipient of administrative services;
- change management;
- responsibility for results;
- the ability to plan and organize activities;
- efficiency;
- the ability to make management decisions;
- the ability to delegate certain powers;
- the ability to work in team;
- the ability to solve conflicts.

The latest researches analysis give us reasons to note that the main competences of public servants include the following: civil maturity, objectivity, concreteness and professionalism in management, profound special knowledge, the ability to use advanced technologies and management experience, advanced methods and forms of rational organizational and technical means of control; high erudition, practical and flexible mind, rationality, analytical skills, communication skills, initiative, creativity, patriotism, discipline, high efficiency, tolerance, tact, high professional culture etc. (Honcharuk, 2007; Parkhomenko-Kutsevil, 2014).

According to M. Pyrene (2001), for chief staff in public service it is extremely necessary to have such qualities as professionalism, patriotism, citizenship, initiative and the readiness take to risks etc. The analysis reveals the most significant qualities of contemporary manager in public administration: self-development; volitional qualities (persistence, stress resistance); emotional and dynamic qualities (sense of humor, cheerfulness); qualities which define managerial actions (organization, sequence, responsibility, propensity to take risks); relations with colleagues and subordinates; communication skills, attentiveness, empathy; strictly managerial qualities (creativity, professionalism, innovativeness, global thinking, "sense of situation" etc.).

N. Honcharuk (2007) considers such main personality traits of leaders as: organizational skills, the ability to influence subordinates directing them on productive and creative activities; confidence and perseverance, the ability to solve problems creatively; forecasting management and performance; the ability to make decisions; responsibility; the ability to control emotions; persistence in solving problems; high professional competence; pragmatism; constant self-improvement.

Besides, we define two levels of quality, which public servants can and must develop: initially owned by the candidates in the executive power and those that are formed during the implementation of government functions, while getting experience and advancing in hierarchy (Atamanchuk, 1997).

The primary (initial) quality has general cultural, business and personal aspects. General cultural ones include: general training, target and values, experience in communication with people, ethical and aesthetic culture, language ability; business qualities include: competence, labor activity, social and public activities, discipline and ability to improve qualifications, sense of responsibility for the results; personal qualities cover honesty, independence, moral endurance, determination, initiative, communication skills, reliability, strong will.

Qualities formed in the activities of a public servant include: general cultural ones – knowledge of history, intellectual values of nowadays, public speaking skills for different public events, the ability to think about the state interests; business aspect – organizational ones, the ability to direct activities of others, to control, to determine the sequence in solving problems, the awareness of technological progress; personal aspect – adherence to strict principles, courage, fortitude, the ability to convince, exemplary behavior (Atamanchuk, 1997; Honcharuk, 2007; Tolstouhov et al., 2010; Spivak, 2004).

Among today's competencies of those who are in leadership positions in the EU member states are the following:

- 1) openness in thinking and behavior (flexibility, the ability to learn, versatility);
- 2) innovativeness (initiativeness, innovation, creativity, courage);
- 3) goodness (honesty, transparency, accountability, dedication);
- 4) social skills (communication skills, the ability to form coalitions and partnerships, negotiation skills);
- 5) focus on results (data processing, making statements, resoluteness, problem solving);
- 6) organizational aspect (organizational skills, planning and evaluation, staff development, delegation, the ability to form a team);
- 7) by the level of knowledge management (the EU level: institutions, procedures, EU policies, EU legislation, relations and partnership network; national level: sectoral policies and priorities, national systems and procedures, social partnership network in Europe, the relations between the EU and its members) (Orgel et al., 2007).

V. Spivak (2004) considers that the human resource of public servant consists of:

- 1) professional and qualification potential – professional knowledge, contributing skills;
- 2) creative potential – intellectual, cognitive abilities, flexibility, adaptability;
- 3) communication potential – the ability to cooperate, collective labor organization, cooperation with other members in a group;
- 4) moral and motivational potential – the value-motivational sphere, directivity, values, motives, outlook, moral cleanliness in objectives and methods for their achievement;
- 5) leadership potential – the ability to influence others and lead them;
- 6) potential for development which appears in the dynamics of all other elements personnel potential development;
- 7) administrative capacity – professional and personal relationships and contacts that extend information space and opportunities to attract resources for achieving objectives;
- 8) the potential for assertiveness – assurance in their forces.

The profiled competences developed by employees should can be divided by the groups:

- result orientation;
- analytical thinking;
- HR management;
- effective communication (Tolstouhov et al., 2010).

The main requirements to public servants are: leadership qualities; strategic management; conflict resolution; decision-making; forecasting and planning; change management, self-organization etc.

Forming of the system approach to HR competencies should have the following basic components (Table 1).

Table 1. Matrix indicators in the public servants' competences framework, compiled by the author

Competency (name)	Behavior indicators	Assessment questions	Development tips
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We argue that, forming a framework of professional competences for public servants should begin with a clear division of public service positions, political positions, administrative positions, positions of local self-government officials with regard to their responsibilities.

The draft law of Ukraine "On Public Service" (30.03.2015, # 2490) defines three categories of public servants (A, B, C). However, it would be also reasonable to classify them in a different way: political offices, administrative positions, positions in local self-government and separate those who are not public servants.

For example, public officials who occupy senior positions (this is the 1st category positions) to their main competences should include the following: leadership qualities; strategic goals implementation; conflict resolution; result orientation; teamwork orientation; analyzing; decision-making; user orientation; delegation; change management.

The following framework of competences matrix for public servants who apply (or are already placed) for higher managerial positions is suggested Table 2.

Table 2. Matrix framework of public servants competences higher managerial ranks, authors

Competency	Behavior indicators	Assessment questions
Leadership qualities	The ability to inspire employees to perform their duties efficiently. Maintaining work in a team. Project organization. Ensuring cooperation in a team. Every expert contributes own input to the project	What is your experience in management? Have you ever led a project group whose members were not lower than you in hierarchical terms? How did you do it? How often do you consult your employees? Why are these consultations held with this frequency? How do you prepare for a consultation? What was the last important subject in which you involved your employees? How did you do that? Have you ever had to mediate in a work conflict between two employees? How did you manage to improve the way they work together?

Continuation of Table 2

<i>Competency</i>	<i>Behavior indicators</i>	<i>Assessment questions</i>
		As a manager, you can use all kinds of motivation techniques. Can you give examples of methods you feel worked well and why?
Strategic goals implementation	The ability to formulate the strategic goals and the ways to achieve them. Monitoring long-term objectives in work. Establishing mechanisms to achieve strategic goals	What is needed to make long-term objectives concrete? Describe how you have done this before? How do you know whether the implementation was realistic? Was staff able to relate to the way you aim to implement strategic goals? How did you deal with difficulties in the implementation process? What were the reasons for these difficulties?
Conflict resolution	Identification of conflicts in the team. The ability to find a compromise solution. Do not pass on personal relationships	Place the causes of conflict and its parties. Is it possible to avoid conflict? Did you solve the conflict situation? What do you do so that the conflict is not repeated? What is the role of leadership in a conflict?
Result orientation	Clear distribution of responsibilities in a team. Permanent monitoring accomplishments and comparing them with primary objectives. Ensuring effective time use and available resources	Are you satisfied with the result? Does the result match with primary objectives?? Did you effectively use time and resources? What is not achieved? What is the reason for this? Who did not fulfill their duties? What do you need to change to get the desired result?
Teamwork orientation	The ability to perform tasks by delegating some authority. Getting results in teamwork performance. Achieving goals. Efficiency of work	Who in the team did not fulfill his/her powers? What were the reasons for this? Were the goals achieve in time? If not – whose fault in the team it was? What do you need to change in personnel to get a good working team? What specialists are missing for the job? Were there any conflicts? Why?
Analysis of situation	Consideration and interpretation of a wide array of information. Consideration and substantiation of important concepts and approaches. Forming conclusions result-oriented. Forecasting potential problems that may arise in the future	What experience do you have to effectively analyze the situation? What lead to positive and negative result? What mechanisms do you use in your work? Are effective solutions based on your analyses under taken?

Continuation of Table 2

<i>Competency</i>	<i>Behavior indicators</i>	<i>Assessment questions</i>
Decision-making	Effective and reasoned decision-making. The ability to make decisions in a short time. The ability to accumulate information. Making decisions under crisis and uncertain situations	What effect had the decision? Did the decisions made become unpopular? What were the reasons? Was decision-making timely? Was the public discussion important for management decisions? What mechanism proved to be effective in decision-making? What are the consequences of the decision?
Consumer orientation	Transparency in work. Focusing on consumer services. The ability to formulate clear and transparent decisions considering the interests of consumers. Feedback. Impact assessment	How does decision-making consider the interests of consumer? What should be important to in decision making? How to assess the efficiency of the decision? What is the feedback from the consumer? How did the decision change the situation in the life of consumers?
Delegation of powers	Easy to grind part of task. The ability to find approaches to subordinates. The ability to assign tasks efficiently. The ability to control the executed task. The ability to accumulate the results and form the single solution	What decisions can be delegated to subordinates? What do you expect from subordinates? How do you assess the work of subordinates? What criteria are important for the job? What are negative and positive effects from delegation of powers?
Change management	Analysis of situation and determining the need for change. Identification of positive and negative effects from changes. Accumulation of information, delegation of powers	What changes occurred in your activities? What skills and experience do you use in change management? What crisis situations were solved? What change management mechanisms do you use?

Conclusions. The article presents the concept of public HR management through the competency approach. The main blocks beyond the competence of public servants are: competence, basic behavior issues for assessment (when taking the position), development tips (formed after the appointment of specific personal and professional skills of public servants). The author presents own competence framework for public servants who will occupy (or already occupy) managerial positions and identified the following key professional and personal qualities: leadership; strategic goals implementation; conflict resolution; result orientation; teamwork orientation; analysis; decision-making; consumer orientation; delegation of powers; change management.

In our further research we plan to identify the main mechanisms for formation and development of effective public service personnel potential in Ukraine.

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