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THE PROBLEMS OF CIVIL SERVANTS' IMAGE FORMATION IN TERMS OF CONFLICT RELATIONS

The essence and the problems of civil servants' image formation of Ukraine, the conditions that can ensure the productive development of professionalism have been analyzed; the ways of creating a positive image of a public management representative in terms of conflict relations have been suggested. The professional activity of civil servants is, thus, socially important: they personify the state, being representatives and bearers of real authority that help or hinder the realisation of citizens' necessities and interests. That is why the evaluation of officers' professional activity has a complex nature that combines both the evaluation of their activity results by the subjects themselves and the evaluation of the result of their activity in a society. Subjective evaluation of the effectiveness of the civil service and public administration are based on the perception of the nature of the relationship between society and the government, the civil servants ' image, which has developed in mass consciousness. The intention to negotiate, especially in a state of conflict between the actors of government and civil society is very important, in fact it is the transition from a conflict situation to a situation of negotiation, since personal experience of interaction of citizens with specific officials often summarized in the idea of civil servants, their image in General. One of the functions of political management is the establishment of effective, lasting communications in terms of conflict relations. The management of communication permits the participants of the political process to develop the strong sides and to neutralize the weak ones. As a result of communicative interaction, the information that is received in the process of feedback permits to correct the political line and gives an idea about the public opinion on local issues.

Keywords: civil service; civil servant; managerial professionalism; image; communicative interaction; negotiations.

Bondar A.L. Problemy z tworzeniem obrazu służby cywilnej w warunkach konfliktów

Przeanalizowani charakter i problemy związane z tworzeniem obrazu urzędników Ukrainy, na warunkach, które są w stanie zapewnić rozwój produktywny profesjonalizmu i sposobów tworzenia pozytywnego obrazu przedstawiciela administracji publicznej w stosunkach konfliktowych.

Słowa kluczowe: *służba cywilna, urzędnik, interakcja komunikacyjna, stosunki konfliktowe, negocjacje.*

Бондар Г.Л. Проблеми формування іміджу державних службовців в умовах конфліктних відносин

Проаналізовано сутність та проблеми формування іміджу державних службовців України, умови, які здатні забезпечити продуктивний розвиток професіоналізму та запропоновано шляхи створення позитивного іміджу представника державного управління в умовах конфліктних відносин.

Ключові слова: *державна служба; державний службовець; управлінський професіоналізм; імідж; комунікативна взаємодія; конфліктні відносини, переговори.*

Бондарь А.Л. Проблемы формирования имиджа государственных служащих в условиях конфликтных отношений

Проанализированы суть и проблемы формирования имиджа государственных служащих Украины, условия, которые способны обеспечить продуктивное развитие профессионализма и предложены пути создания позитивного имиджа представителя государственного управления в условиях конфликтных отношений.

Ключевые слова: *государственная служба; государственный служащий; управленческий профессионализм; имидж; коммуникативное взаимодействие; конфликтные отношения; переговоры.*

Introduction

The problems of management in the field of civil service of Ukraine are urgent now, and to be solved, they require professional managers who are able to detect difficult and contradictory problems, to foretell their possible consequences, and to find new ways of solving these problems in the modern conditions of the development of the state and society. The question of forming a civil servant's positive image in the context of the importance of reforming the state system of government, and the question of interaction of government authorities with the civil society is also vital. That is why the consolidation of state authorities and the defence of nation-wide interests, and also dynamic social and economic development of the country are impossible without an effective civil service.

As the subject matter of civil service is social relations, correspondingly, their complex system is realised in different directions: between civil servants and the state; between civil servants and a civil society; between civil servants themselves with regard to structural and hierarchic connections; between particular civil servants (public officers) and particular citizens. The professional activity of civil servants is, thus, socially important: they personify the state, being representatives and bearers of real authority that help or hinder the realisation of citizens' necessities and interests. That is why the evaluation of officers' professional activity has a complex nature that combines both the evaluation of their activity results by the subjects themselves and the evaluation of the result of their activity in a society.

Subjective evaluation of the effectiveness of the civil service and public administration are based on the perception of the nature of the relationship between society and the government, the civil servants ' image, which has developed in mass consciousness.

The intention to negotiate, especially in a state of conflict between the actors of government and civil society is very important, in fact it is the transition from a conflict situation to a situation of negotiation, since personal experience of interaction of citizens with specific officials often summarized in the idea of civil servants, their image in General.

Analysis of recent research

Theoretical and methodological aspects of the research of authorities' image formation problem can be found in the works by V. Zazykin, I. Kuzmin, V. Shepil, O. Yehorova-Hantman, O. Hordieyev, O. Akimov, V. Bebyk, V. Kuybida, G. Pocheptsov, V. Korolko; the works by G. Atamanchuk, K. Kraynova are devoted to the peculiarities of professionalism in public management; managerial and socio-political role of bureaucracy is covered in the works by M. Veber, T. Parsons, M. Gilas, B. Kurashvili.

Statement of research objectives

The objective of the article is to analyse the essence and the problems of Ukrainian civil servants' image formation, to define the conditions which can ensure the productive development of professionalism and to suggest the ways of creating a positive image of a public management representative in terms of conflict relations.

Results

The concept of «image» in the works of V. Zazykin, V. Shepel is considered as existing in the mass consciousness and of the nature of stereotype is highly emotionally charged image of something or someone [2, p. 34; 10]. According to G. Pocheptsov the image-building can be described as communicative

programming, since the question is about the selection of the most favorable formats [3, p. 40].

The image has the following features: subjectivity (the ability to appreciate it only because of relationships and evaluations of others, manifested in communication, activity, selection); emotionality (combination of realistic and desirable traits); instability (requires constant reinforcement).

The lack of adequate reinforcements, the complexity of semantic structure, the clear superiority of the desired (socially approved), but not realistic qualities, low emotionality contribute to the deterioration of confidence in the subject, the destruction of the positive image.

The image determines the degree of support of a society reflects the level of trust and effectiveness of the state apparatus. It captures the degree of conformity of state action requirements and expectations of particular social groups and society as a whole. Formation of positive image of civil service and civil servants is a precondition for the effective functioning and development of this social institution.

There are certain requirements to official conduct of public servants, which can be classified in three varieties: - incorporation, for example: to perform official duties in good faith, on a high professional level; to understand that the recognition, observance and protection of the rights and freedoms of man and citizen determine the essence and content of professional activity; to carry out professional activities within the framework set by law the competence of the state authority; - restrictive requirements, for example: to adhere to the limitations established by law; not to do actions that disgrace the honor and dignity; to avoid conflict situations capable of inflicting damage to personal reputation or the reputation of the state body; - requirements: to be fair, in collaboration with the citizens; to observe the established rules of public speaking and providing service information.

One of the main requirements, which is presented to a public servant while discharging his official powers, according to G. Atamanchuk [1, p. 58], is managerial professionalism, which integrates the three groups of elements: and professional) competencies (knowledge, skills), b) ideology, C) morality. Moreover, in their integrity and relationship.

The worldview shapes the ideals, values and management objectives, ethics technology for their implementation. And if any of the elements of the mentioned groups of skills within the subject of power have negative characteristics, it is difficult to speak of democratic, rational and effective management.

Also the basis for managerial professionalism is, of course, knowledge of a particular specialty associated with managerial knowledge. Very important to manage are the three groups of knowledge. This is the knowledge about the

contradictions of the development of nature, society and thinking, because this is the basis for managerial interventions. Without these components it is impossible to implement effective programming and strategic planning.

This is the knowledge about the relationship, coordination, subordination between management systems and within them, as the only recording of them allows you to organize and maintain the orderliness of society. This is knowledge about man, his needs, motives and incentives of the behavior that creates the preconditions for reasonable regulation of its deeds and actions, including through various public and state institutions [1, p. 58] .

Management comes from the worldview of the personnel of subjects of power that contains their perception of the world, the scale of the thinking, talent, understanding of the driving forces behind operation and development and the like. The limited guidance, self-righteousness, the inability to compare negatively affect the management. Worldview determines management thinking, which in its parameters is intended to be: a critical analysis (to see the flaws, retardation), creative-search (a variety), factually justified (in accordance with objectivity), evidential (argumentative), strategic scope (in time and space) responsible for the conclusions, evaluations and decisions, and convincing.

The embodiment of the contents of power leads to the fact that all of its parameters and their practical feasibility is entirely dependent on the morality of thinking, behaviour and actions of personnel of subjects of power. Morality contains internally the motives, values, norms and attitudes, which a person sincerely (without coercion and publicity stunts) is guided. Particularly relevant here is the attitude towards family and Homeland.

Any management system consists of two subsystems: one is a minor, but such that everything is decided by: the subject of authority; the other is the people who create the products, services, information, able to satisfy some personal, collective or public needs (personal or public queries) - managed objects. Together they form the capital, each which has a specific management system. Managerial professionalism of subjects of power in this case and is reflected in 1) the way he organizes, resource provides and stimulates the functioning of the managed objects and 2) how it distributes and uses the generated management system capital [1, p. 60]. In General, we can say that the status, potential and prospects of the management system determined by the extent the authority is capable of controlling (directing most of its development resources), then it is rational to invest increasing capital is the result of interaction between the authority and the managed objects. If not, then the state processes are observed enrichment in subjects of power and the increasing impoverishment of managed objects of power, in the country arises and intensifies the crisis.

While in the mass consciousness of Ukrainian citizens has been predominantly negative image of subjects at various levels of government. This is evidenced by the information of numerous opinion polls, particularly a survey conducted by Fund «Democratic initiatives name Ilka Kucheriv» and the sociological service of the Razumkov Center from 19 to 24 December 2014. Interviewed 2008 respondents older than 18 in all regions of Ukraine except Crimea. The theoretical error of selection – 2,3%. So, the question «to What extent do You trust the following state and non-state institutions?» – don't trust the Prosecutor's office – 41% of respondents, courts – 44,1%, the Constitutional court – 35.7%, the police – 35,1%, the government – 28%, security Service – 27,3%, the Verkhovna Rada of Ukraine is 26.5%, President – 23,3%, the local government is 21.8% [4].

Following research conducted by the sociological service of the Razumkov Centre from 6 to 12 November 2015. Interviewed 2008 respondents older than 18 in all regions of Ukraine, except the Crimea and occupied territories of Donetsk and Lugansk regions on the sample representing the adult population by the basic socio-demographic indicators. Theoretical error of selection doesn't exceed 2,3% with probability 0,95. To the question «How would You characterize the actions of the authorities (President, Government, Verkhovna Rada) aimed at protecting the sovereignty, independence and territorial integrity of Ukraine?» – 45.8% of the respondents answered «Protect only in words but in fact – busy fight for power and resources» [5].

It is worth mentioning about the study of public opinion on the state of corruption in state authorities of Ukraine. This study again was carried out by the sociological service of the Razumkov Centre from 30 September to 8 October 2013. Interviewed 2010 respondents aged 18 years in 137 localities. Sampling error does not exceed 2.3%. So, to the question «how widespread is corruption in each of the following areas?» the following results were obtained. State government as a whole: all covered corruption is 44.9%, corruption is quite common - 37,4%, almost no corruption and 1.1% [6]. On the question «do You feel in control of their state?» (dynamics, 2005-2012) as of August 2012 the respondents said Yes and 17.1%, no - 72%. This study was conducted by the sociological service of the Razumkov Centre jointly with the Fund «Democratic initiatives Ilka Kucheriv» from 10 to 15 August 2012. Interviewed 2009 respondents aged 18 years in all regions of Ukraine. The theoretical error of selection – 2,3% [7].

Nowadays a chiefly negative image of the subjects of state authorities at different levels has been formed. The data from numerous sociological surveys also prove this. It is obvious that the bases for the negative evaluation of civil

servants' moral qualities by the population are the civil servants' pursuit of the aims that do not concern the interests of either the civil service or population, and also the display of disrespect for the people who address the agencies of state authority and administration. The aims and guidelines of the civil service do not always meet the manager's life principles because of their low motivation and focus not on the content of work but on getting a high social status, power, material prosperity and social security at getting a corresponding position.

Civil servants objectively endowed with power and authority, but public service is not a privilege. Implementation of professional duties by public officials related to the duties and restrictions (for example, the right to criticize, entrepreneurial activity, suffrage), rigid self-discipline and responsibility.

Foreign experience of reforming a state apparatus proves that the successfulness of regulatory-legal, organisational, managerial and personnel actions depend directly on the civil service's organisational culture and on forming a positive image of a civil servant.

One of the functions of political management is the establishment of effective, lasting communications in terms of conflict relations. The management of communication permits the participants of the political process to develop the strong sides and to neutralize the weak ones. As a result of communicative interaction, the information that is received in the process of feedback permits to correct the political line and gives an idea about the public opinion on local issues.

The intention to conduct a constructive dialogue, negotiations especially in conflict between the authorities and civil society is very important, in fact it is the transition from a conflict situation to a situation of negotiations.

The negotiation process in terms of conflict relations is quite complicated and has its own specifics. Unlike negotiations in the framework of cooperation, it, first, imposes on the participants a special responsibility for the decisions, multiplying the «price error». Secondly, with the cooperation of the participants in the negotiations to build a new relationship that allows them to obtain a new product. Their goal is to negotiate a «contribution» of each, as well as the interaction and distribution of inputs. Otherwise the task in the conflict, where the main focus is usually on the allocation or reallocation of available resources. Therefore, the situation in the negotiations on the conflict settlement, such a situation is zero-sum. As a result, all negotiations in conflict situations are almost similar to each other that they are threats, ultimatums, and the conduct of the parties is "uncompromising" - they are focused on promoting, strengthening its position.

Despite the difference in negotiations in terms of cooperation and conflict, between them there are common elements that distinguish negotiations from

other forms of communication and, in fact, doing the talks negotiations. The neglect of these points leads either to the collapse of negotiations, or to turn them into a different kind of interaction.

One of the most important features of negotiations is that the parties ' interests partly coincide and partly diverge. In the complete mismatch of interests existed, competition, contest, rivalry, confrontation, and, finally, wars, though, even in wars, the parties have common interests. However, in the apparent coincidence of interests or apparent divergence we deal with other kinds of interaction between the parties - cooperation or conflict, which are built differently.

Negotiations can be conducted from a position of strength, when one of the participants dictates the conditions different and uses different methods of coercion. However, the presence of common and conflicting interests of the parties, if clearly expressed power dictate negotiations cease to be negotiations, giving way to conflict.

In conflict the interests contradict each other, moreover, in conflict situations the divergence of interests is bigger and deeper than in terms of cooperation. At least, the parties perceive the assessment of their interests. During the negotiations the assessment of interests of the parties to the conflict can change.

A complex intersection of interests and the inability to implement them alone, through unilateral action makes the negotiating parties are interdependent. This is another important feature of the negotiations. The more the parties depend on each other, the more they are limited in their unilateral steps and, consequently, the more are forced to look for a solution together, through negotiations. It is important to note that the parties must be aware of their interdependence, and if not, then the dominant will attempt to resolve the conflict by unilateral actions. Then, when the unilateral actions of the parties to prevail, particularly those aimed at developing alternatives to a negotiated settlement, negotiations cease. While outwardly they may be some time "continue," i.e., the parties will pretend to negotiate: hold meetings, discuss the issues on the agenda, but virtually nothing on them decide. Sooner or later, such "talks" will be terminated.

The next important feature of the negotiations, without which they cannot be held - the presence of the communicating parties. It is an integral part of the negotiation process. Negotiations necessarily involve the discussion of the problem.

In conflict communication in negotiations is significantly complicated by negative stereotypes of the parties relative to each other, as well as other phenomena of perception and lack of communication channels. However, there is a feedback effect. With correct organization of the negotiation process communication contributes to a more adequate perception of the participants and that the object that caused the conflict, and each other.

Communication opens wide opportunities for negotiators. It allows them to not only better understand the nature of urgent problems but also to go beyond it to discuss a broader range of issues. However, this is possible if the communication on the negotiations will be based on dialogue, recognition of problems and needs each other. When you manage to build such communication, negotiations become one of the most constructive elements of political development.

It is important to keep in mind that other types of communication the negotiations have a problem that should be solved by joint efforts. If not, then the communication is reduced to the discussions, consultations.

The result of an effective political management is the achievement of consensus, developing a common decision on the problem solution and the implementation of political will.

According to Y. Habermas, under the criteria of management efficiency it is necessary to understand transparency and publicity of political communication that includes the participation of all subjects of political process [8, p. 43-63]. A. Shabrov notes that in the era of complication of social structures and the introduction of information technology the effectiveness of political governance is largely a matter of direct, immediate communication between the Manager and managed [9, p. 4-9] .

In addition, there is another important problem in the context of transparency and publicity of political communication, namely: for what purpose, the authorities intend to develop a communication dialog? Show openness or promising to develop public relations? A significant difference is that the imitation of communicative platforms for political projects solves only short term problems and are often caused by the personification of the political process, decisions are made impulsively and without considering the consequences in the medium and long term; at the same time, the creation of a stable and regular two-way communication will enable the authorities not simply be secured by public support, but to receive expert, innovative ideas aimed at enhancing the effectiveness of political governance. In recent years more and more in society growing a request for open government and transparent system of elections, delegation of power of authority for the coordination and management of public processes. Reveals the conflict between the desire of the power «to close» one-way communications and the desire of public agencies to engage in dialogue with the authorities, this is a problematic point for the study and implementation of the management of political communications.

Conclusions

Thereby, the professional activity of civil servants is connected with combining public/social, group and individual interests. It can be considered

to be a type of managerial activity that combines the management of processes in different everyday spheres and managing people. The evaluation of the effectiveness of the professional activity civil servants and of the public administration are directly connected with the level of such trust in relationships between the society and authorities the formation of which is largely influenced by the officials' public image that has been created in the public opinion. Nowadays a stable negative image of a civil servant has been formed in the public opinion; it is obvious that there is a conflict between their image and a subjective idea about personal and professional qualities of an «ideal» and a «real» public officer.

The most common features of the negative image of civil servants is the idea of their bureaucracy, corruption and bribery, disrespect for people, the desire to use their work for personal gain.

Two groups of measures can be distinguished as measures for forming a public agent's positive image. The first group concerns the increase of effectiveness of civil servants' activities and is realised due to the improvement of methods of personnel policies. The second one is connected with the development and attempts of implementing the strict ethical norms of civil servants' professional activities that are aimed at disciplining them, enhancing their competence in difficult situations connected with the fulfilment of official obligations. The lack of adequate reinforcements, low emotional intensity and realism contribute to the weakening and destruction of the created image. Therefore, for the formation and maintenance of positive image of civil servant, it is advisable to use different media for interacting with civil society in conflict settings.

Only the negotiations between the government and civil society in conflict or cooperation, in which the main place in the hierarchy is a joint function with the partner solution, really are negotiations. And if not, then the talks turn into «quasi-negotiations», recalling the negotiations only under the form.

At this stage the scientific research in the field of forming civil servants' modern positive image in Ukraine is at the stage of further research of the image that has been formed and at the state of identifying the set of personal and professional qualities that, in citizens' opinion, public agents should have.

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