

## **Career growth of a public servant in the conditions of modernization of public administration in Ukraine**

*The article provides a scientific and theoretical analysis of public servant career as an administrative and legal category, identifies areas of public service development in terms of public administration reform in Ukraine. The current state and problems of modernization of public service and human resources management are analyzed in accordance with European standards, where the priority areas are modernization of public service and human resources management. The paper studies new approaches and tools for public service, defined by the reform strategy in Ukraine, this allows us to note that the innovations provided by the draft law of Ukraine «On Public Service» are more in line with modern challenges.*

**Keywords:** *career growth; governance; public service; modernization; reforming; human resource management.*

**Formulation of the problem.** The main aspect of the implementation of personnel policy is the creation of a developed public service system and training of managerial staff who will be able to function effectively in a democratic transition. Modern public servants must not only pay attention to the norms of a democratic society, but also become an effective tool for building such a society. This requires the elimination of existing shortcomings in the domestic public administration system and the career growth of public servants.

**Analysis of the state of the studied issues** shows that a significant number of works by domestic and foreign researchers is devoted to the problem of modernization of public service and human resources management in Ukraine, among which we can highlight the publications of N.Goncharuk [4], O.F. Melnykova [8], O.Lyndiuk [6], V.T. Lozovetska [7], T.Motrenko [10], N.Nyzhnyk [9], S.Serogina [11], L.R. Bila-Tiunova [2] and others. However, in general, this issue in the scientific literature remains understudied, in terms of career development in the period of modernization of public administration.

**The relevance of the research topic** is due to the growing importance of public servants in ensuring public administration reform in Ukraine, and its emphasis is on the realization of fundamental rights and freedoms of citizens. First of all, the issue of a successful career requires scientific understanding as a holistic process, which includes clarifying its essence, i.e. studying the development of the process of modernization of Ukraine. With the growing demands in a democratic society, the civil public needs to reduce the gap between government and citizens, increase trust in public servants, develop professionalism, and the need for interaction between the state and civil society.

**The purpose** of the article is to conduct a scientific and theoretical analysis of career as an administrative and legal category to determine the direction for development of public servants in public administration reform in Ukraine.

**Research results.** According to the values of public servants, the basis of their careers is a conscious attitude and behavior, which is associated with the vision of personal future work, creative development, methods of career growth and promotion.

To clarify the essence of the concept of «public servant career», it is necessary to explore its components, including the concept and content of career. In general, *a career* is a person's desire to achieve a position that allows him to fully meet their needs. In the narrow sense of the term, a career is associated with the dynamics of the situation and the activity of the person in work. The essential component of the concept of career is advancement, i.e. moving forward [5, p. 147–148].

In scientific works, the concept of «career» is considered on the border of: sociology, psychology, management, personnel management. Modern scholars attach different meanings to the concept of career, in particular, as professional progress, professional growth, stages of promotion of the employee to the highest degree of professionalism, obtaining a special status in their professional field, achieving popularity, fame, benefits; as success in a certain type of activity; realization of people's opportunities, aspirations, expectations, prospects and orientations, their activity on a way of successful advancement in any activity [1, p. 722; 12, p. 591; 10, p. 12]. Therefore, a career is the result of a certain behavior and conscious position of a person in his own work, related to job or professional growth.

Modern dictionaries give the following interpretation of the definition of «career» – rapid, successful advancement in office, scientific and other activities, achievement of fame, profit, etc., occupation [3]. According to the interpretation of the legal encyclopedia «career» – rapid and successful promotion in a particular field of

activity, raising social status, achieving popularity, success, fame; designation of occupation, profession. The term «careerism» is derived [14]. The career of a public servant is «a consciously chosen path of promotion, the desire to achieve a certain status – social, job, qualification, professional, which contributes to the self-affirmation of the public servant as a person and self-realization as a citizen in public relations» [11, p. 194].

After analyzing the definition of «career», we find that today there are many different theories for the most complete and effective definition of this concept. One of the tools to activate employees, use their professional and personal qualities is to implement an effective career management system in business practice. Accumulation of new professional knowledge allows employees to improve methods and skills, provides faster promotion to new positions. According to psychologists, the main criteria for a successful career are satisfaction with the living conditions that come with professional activities, and social success due to self-realization. Thus, the career success of public servants is a positive motivation for career growth in the context of promotion, it is associated with the recognition of professionalism, experience and business activity in the position, which involves the realization of their own business potential, financial growth and status.

Researchers have identified the stages that public servants must go through in building their careers. However, there are additional support links that are optional, such as transfers, prosecutions, possible rankings, and so on. Entering the public service is the beginning of any path for public servants in Ukraine and the EU. Admission to the public service is not publicly available, so it is necessary to comply with some general and special requirements. The content of training programs for senior management in European countries is as close as possible directly to the process of performance of official duties (competencies of public servants) and helps to solve specific job tasks. OECD countries have recognized that in order to improve personnel management, it is necessary to form a training and professional development program for line personnel [8].

It is important to remember that in management, the concepts of «career» and «promotion» are often confused, although they are very close, but are not identical concepts. The term «career development» is the most common, and the term «career» is not actually used in Ukrainian special literature and practice. By professional advancement we mean the proposed organization of successive different levels (position, job, position in the team). The definition of «career», on the contrary, is a broader concept, it is a system of interconnected elements.

Therefore, in our opinion, the essence of the success of public servants' career is the system of professional training, retraining and advanced training of public servants. In the context of promotion, a positive impetus for career development is the acquisition of professionalism, experience and business recognition in the position. This activity involves the realization of personal potential, material growth, acquisition of proper status, and professional image.

Currently, the country and society of Ukraine are in an extremely difficult political and socio-economic situation. Today, Ukrainian society needs changes in all spheres of life, and the public service is no exception, as it belongs to a complex social system and is a state legal institution, which according to its powers performs a number of goals and management functions, ensures interaction between state and its citizens. It is a large structure with a large number of areas and activities, which has subjects and objects of different levels of government, with internal and external links.

Accordingly, the entire future development of Ukraine as a sovereign, democratic, social and legal country and its integration into the European Union at the present stage depends on the success of modernization of public administration of the country. Therefore, without a multi-complex tool for reorganizing the public administration system, it is difficult to imagine that Ukraine will make encouraging progress. The strategic direction of public administration reform is the modernization of the public service. First of all, increasing the efficiency of state functions, fundamental rights and freedoms of citizens is carried out in the interests of the state and society, as the creation of a professional public service is focused on citizens.

Modernization is to make its components more modern and competitive. The term «modernization» as a socio-philosophy category of management, according to O.Lyndiuk, means approaching modernity, abandonment of traditions, breaking and complete reconstruction of outdated social structures, social relations, creating new systems to bring them into line with modernity. Modernization of the public service system involves various transformations in the direction of its continuous improvement and maximum possible development [6, p. 72]. Accordingly, the modernization of public servants should be understood as a global and gradual process of systemic change, which changes the structural parameters, functions and levels of organization of public servants, using modern methods and tools for harmonious implementation of reforms and combining them with traditional values of the society.

In order to adapt the public service of Ukraine to European standards, we consider such European development instruments as the instrument of close interinstitutional cooperation «Twinning», the instrument TAIEX, SIGMA, the integrated instrument of institutional development (CIB), the OECD.

Let's focus on the characteristics of each of them [16]:

*The instrument of close inter-institutional cooperation.* Its crucial feature is the direct exchange of specific experience in specific areas of national regulation for the implementation of EU norms and standards, the transfer of best practices of partners between EU Member States and their countries, as well as gaining unique state

experience. The Twinning project is not a classic technical assistance that provides unilateral support. Such projects must solve specific problems and achieve the desired results. The project manager is senior public servants from EU member states and beneficiary countries.

*The TAIEX tool* is focused on solving specific development and integration problems, requiring the competent authorities of the beneficiary country to take the initiative, determine their own needs, prepare and submit applications, and mobility allows you to use it to solve current issues. TAIEX provides the following services at the expense of the EU: providing experts to beneficiary countries as consultants for drafting legislation and interpreting it within the framework of the «acquis communautaire»; study visits to ensure that public servants from the beneficiary countries learn from the Member States on the development, implementation and interest of the parties in relevant practical issues; organization of seminars and workshops to acquaint and explain all the aspects to the public.

*SIGMA* (Support for Improvement in Governance and Management) is one of the EU's most prestigious EU think tanks, established by the Organization for Economic Cooperation and Development and an EU initiative. The aim of the implementation is that the countries of Central and Eastern Europe need to modernize their public administration systems. This tool plays a key role in preparing candidate countries for EU membership.

*The Integrated Institutional Development Instrument (CIB)* is the part of the EU's «Eastern Partnership» initiative. The purpose of the instrument is to support the institutional reform of individual state institutions and create conditions for the effective implementation of the future joint agreement between Ukraine and the European Union, including the creation of a deep free trade area.

*OECD (Cooperation with the Organization for Economic Cooperation and Development)*. Unlike the World Bank and the International Monetary Fund, the OECD does not provide funding. The organization is a place for research and discussion, as well as investigation and analysis, to help the government determine a strategy for a formal agreement between member states to be implemented by national institutions or other international agreements.

The British Embassy in Ukraine has announced the launch of the UK–UA: a plan to support Ukraine's economic reforms and ensure political stability. According to the two-year plan, international and Ukrainian experts will provide expert advice to the Ukrainian government, which will accelerate the implementation of political reforms, improve public administration, increase accountability, transparency, and fight corruption. It aims at improving relations between public society, businesses and the state [15].

Analysis of the new methodology of the public service system, defined in the «Strategy for Public Administration Reform for 2022–2025» [13] made us pay attention to innovations provided by the draft law of Ukraine «On Public Service», which better meet the requirements of our time. Depoliticization for public servants will be promoted, as certain categories of positions will be completely abolished, and entering the public service will be subject to competitive selection. Effective ways to regulate the termination and termination status of the public service, as well as its evaluation are going to be introduced.

**Conclusions and prospects for further research.** Thus, a career as a public law phenomenon is an object of public administration, the purpose of which is to create proper supervision, organization and financial conditions for its implementation. The characteristics of career management are: goals, functions and performance mechanisms. The peculiarity of career management goals is that they are decided jointly by both parties in a professional relationship, namely the appointed and managing employee. According to the integration into the EU, the issue of public administration reform is becoming a priority at the present stage. This reform of the European model is based on common main European principles and standards of public administration. And this should be a priority in public administration reform, as the effective functioning of the public service depends not only on respect for the legal rights and freedoms of citizens, but also on the development of the state as a whole. At the same time, the career growth of public servants in the context of modernization of public administration is to increase the efficiency of public administration and accelerate the implementation of reforms. It is important to understand the role and importance of this temporary mechanism, in order not to ignore the need for comprehensive modernization of the public service, but rather to promote its implementation.

The idea of public service as the dominant force in society means that the careers of public servants should depend as little as possible on the changing political preferences of society, and above all on the professional qualities of officials. Public servants must ensure that their promotion depends entirely on their diligence, constant efforts and advanced training. Career should not depend on any external factors, these external factors are usually not influenced by the entity itself, for example: changes after parliamentary and government elections, the arrival of new ministers may be more sympathetic to their party members, and so on.

In the context of public service reform, career, as an important structural element of this system, is of great importance in increasing the efficiency and effectiveness of the public service. As a legal category, «public servant career» clearly needs to be reformed, which in turn involves changes at the regulatory level in particular. Properly organized career growth depends on the professionalism, training and retraining of employees, which affect the effectiveness of public administration. All further career prospects are one of the main motivating factors for keeping only the best employees in the public service.

The introduction of an effective comprehensive information system for human resources management of public servants creates conditions for open, transparent and effective public administration. Modernization of the public service system and human resources management will contribute to the establishment of a professional, stable, prestigious and efficient public service in Ukraine able to meet the challenges of today and provide citizens with quality and convenient public services in accordance with European standards.

In order to modernize public services and manage human resources, the priority in the national structure is the adoption of a number of regulations and implementation of the Law «On Public Service» of Ukraine, optimization of the central executive system, improving the capacity of the NAPS system, formation of groups of high-quality experts on reforming and determining the optimal number of public servants by functions and organizational structure of the state, reforming the system of remuneration of public servants. Introduction of an effective multifaceted system of human resources management of public servants on the basis of information, which will create conditions for transparent and at the same time effective public administration. Creating an effective, stable, prestigious and professional team of public servants in Ukraine that will be able to meet today's challenges and provide citizens with quality public services will ensure and greatly simplify the modernization of public service and human resources management, organized in accordance with European standards.

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