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ОСОБЕННОСТИ ФОРМИРОВАНИЯ ПРОФЕССИОНАЛЬНОЙ КУЛЬТУРЫ ГОСУДАРСТВЕННЫХ СЛУЖАЩИХ

Аннотация. Раскрываются особенности формирования профессиональной культуры государственных служащих. Проводится анализ проблем соблюдения государственными служащими этических норм. Выявляется влияние субъективных факторов на формирование профессиональной культуры в органах государственной власти.

Ключевые слова и словосочетания: профессиональная культура, этика на государственной службе, миссия, ценности, индивидуальное сознание.

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CIVIL SERVANTS PROFESSIONAL CULTURE FORMATION SPECIFICS

Peculiarities of civil servants' professional culture formation are revealed. The problems of compliance of state employees with ethical norms, as well as the influence of subjective factors on the formation of professional culture in the bodies of state power are analyzed.

Key words and word-combinations: professional culture, ethics in public service, mission, values, individual consciousness.

The research concerning the problems of civil servants' professional culture within the context of increasing demands on authorities' activities is based on theoretical and applied search for a methodological context that provides understanding the aspects of studying this sociocultural factor relating to civil service as a professional activity.

Scientific and practical interest in the

problems of forming civil servants' professional culture is a form of response to the changes dealing with political, economic and social nature that have occurred in recent decades in Russian society. A cardinal breakdown of the socio-political system, loss of old ideals, an administrative reform that have changed public administration and new guiding lines of modern morality [1, p. 7] emphasise the need for scientific understanding and the very concepts of administrative ethics, professional culture and establishing the features of ethical standards that are required from a modern civil servant.

The term professional culture is not new for scientific literature and is used by representatives of many scientific fields.

Socio-humanitarian knowledge is represented by studies in various aspects of professional culture under the changing of sociocultural conditions, social demand, as well as the particular qualities of professions as a form of human activity. The first studies in the problems of forming a professional culture are presented in the works of Comte O, Spencer G., Weber M., Taylor F. and other representatives of classical sociology, psychology and management.

We can say that the studies of Peters T. and Waterman R. are very interesting: they are focused on the need to study the relationship between professional culture and organizational performance. Analyzing the rational model of personnel management, Peters T. and Waterman R. point out its inefficiency in the absence of organization value system, which could be the basis for the formation of managerial professional culture and contribute to improving the efficiency of the organization. "A rational model leads to the fact that we do not understand the value system ... an inspiring collective culture in which one is looking for the realization of his own potential. Their ability to use the best that each of many employees can give depends on the ability to create a sensation of extremely significant goal [2, p. 130]. The norm was defeat, not victory ... living according the letter, not the spirit, coercion and control, but not higher meaning and impulse of enthusiasm, and political, not moral leadership." [2, p. 201].

Modern researchers associate professional culture with the presence of appropriate educational level, as well as specific behavior within a particular professional group. So, according to Erokhin D.A., professional culture as its foundation implies "... specialist's moral culture, a combination of professional abilities, knowledge, skills and experience with a fairly high level of communicative competence, moral culture of specialist's personality, a combination of professional abilities, knowledge, skills and experience at a fairly high level of communicative competence" [3, p. 174].

Researchers from different areas are united by the conclusion that professional culture is based on the combination of professional environment culture and general personality culture, worldview and value attitudes that are manifested in labor activity providing its efficiency. With regard to civil servants, the structure of professional culture additionally includes the requirements for official conduct established by applicable law. Consequently, the formation of civil servants' professional culture has a number of specific characteristics.

The Russian Federation Ministry of Labor has proposed methodological recommendations for establishing professional culture of public authority. Under the professional culture the Ministry of Labor recommends to understand "... a set of values, mission, principles and rules of conduct established by public authority, the commitment that contributes to the effective implementation of public institution's tasks and functions by government officials." [4]. It is noteworthy that we are not talking about civil servants' general professional culture, but about the professional culture that is being formed within a certain state apparatus and depends on the particular constitutional and legal nature of public authority in government system. Inherently, the model of professional culture proposed by the Russian Ministry of Labor has a legal nature, since it is based on normative legal acts that determine status, tasks and functions of public authority, and requirements for civil servants.

The proposed model of professional culture continues an attempt, which has already become a tradition, to introduce ethical standards of state employees' behavior into the activities of public authorities. The search for effective measures to manage moral relations in public service today lies mainly on the plane of normative legal regulation concerning civil servants' rules of conduct.

In this case, the fact of human's nature existence and social conditionality of individuals' activities is obviously ignored. Creating a "model of professional culture" for an employee, it is necessary to take into account two main aspects. The first is connected with the need to study the subjective principle, namely the consideration of concrete and real civil servant as the subject of social processes with its value-content-activity structure of individual consciousness (feelings, beliefs, motivation). The second aspect concerns the process analysis of certain ideas dissemination that change individual consciousness.

Official activities of public servants are based on the system of managerial interactions — internal, arising vertically and horizontally at different levels of public authorities' hierarchical structure, and external — interactions with other bodies of state and municipal government, with citizens, various organizations and institutions. The most important formation factor of professional culture in public authority is the behavior model of a particular civil servant — the subject of managerial interaction, which has a certain style and pattern of conduct, value-semantic motivation of activity and behavior, and the level of administrative culture. Engaging in interactions, civil servants not only follow generally accepted norms and standards of behavior, but also give individual value meaning to the adopted management decisions and actions. The study of the subjective factor, the role of particular public servant in the moral dominants formation in official activity are of theoretical and practical interest with regard to introducing and developing a model of public authorities' professional culture, the practical implementation of legal provisions governing the ethics of official's behavior.

The assessment of the formed concepts connected with civil servants' self-awareness, as well as the assessment of their views on the effectiveness of the requirements for official conduct proposed by law were the subject of the survey that was conducted in 2017–2018 and based on another public poll. The survey

involved government civil servants from federal ministries and federal services (127 respondents). The main characteristics of the sample are: age from 25 to 55 years, the length of public service from 1 year to 15 years. Let us consider some study results.

The research have shown that 82% of state civil servants know and try to comply with the requirements for official conduct. Most government civil servants generally responded positively to questions concerning the need to follow official conduct requirements.

Nevertheless, the study has revealed fairly frequent controversial answers from respondents that suggests the moral consciousness of civil servants is ambivalent: it contains contradictory attitudes. Most respondents do not reject societal values, but at the same time moral attitudes change when it comes to a particular situation. For example, 69% of civil servants believe that they have entered the civil service in order to benefit society and the state and realize more fully their professional qualities, but 67% consider that there are no holds barred to ensure a successful career growth in civil service. Similarly, 94% of the state employees usually strictly observe ethical standards in their professional activities, but 72% doubt that the statutory requirements of the official conduct can change the moral character of public service, while 57% of respondents consider illegal actions permissible to achieve their goals. Civil servant's personality is hidden under numerous requirements and prohibitions on official conduct which he formally tries to comply with. A civil servant is required to have a distinct civic position, to be a patriot, and in case they do not invest any sense in these requirements, he or she adapts to the circumstances proposed by law, "agrees" with regular reform initiative in order to maintain the stability of his or her position. "... we believe that personal interest and benefits of such life compel many to externally profess and approve the established rules." [5, p. 267].

The dualism of value preferences revealed a certain typological diversity among respondents. The analysis of the results allows us to distinguish three groups of civil servants with a pronounced specificity of views on the issue.

The first group, which can be defined as "pragmatists" — 32% consisted mainly of civil servants under the age of 35 and having a relatively short experience in public service, i.e. from 1 to 5 years. The basis of their professional motivation is material needs, as well as a significant role played by career, networking and contacts. For most "pragmatists" the professional development and prestige of their chosen profession is important. Moreover, they absolutely understand and accept the "rules of the game." Obviously, for young people in public service the attitude to serve society and the state is a requirement that must be fulfilled, otherwise there is a risk of sanctions. Virtue is based on expediency, and "good behavior" is regarded as a source of one's own interests' realization. Basically, recognizing the need to comply with the requirements for official behavior, 28% of "pragmatists" choose career growth and personal well-being as their life strategy. Such rationality would not cause concern if using the legal regulation of ethical standards it would be possible to cover the whole spectrum of possible service situations.

Among several moral conflicts for “pragmatists” the attitude to society and the state is essential. As the study has shown, patriotism has become a demanded value for most “pragmatists” respondents. However, the situation should not be idealized. The majority of “pragmatists” reveal 31% of “patriotism” concept content through “love for the motherland”, “freedom”, “security” that rather means a passive citizenship. Meanwhile, such response options as “willingness to sacrifice”, “protecting the interests of the state”, “protecting the interests of citizens”, “honor and dignity” did not seem attractive to the respondents.

The second group of respondents can be conditionally defined as “dualists” (59%). This group is characterized by a pronounced contradiction of value-purpose settings. “Dualists” certainly agree with the need for moral improvement of civil service and with the need to comply with the requirements for official behavior, but the orientation of their value is rather more personal than public. For example, this group associates the prospects of moral recovery with the development of civil servants’ social and professional status. The data of the study shows that the “dualists” have chosen “material welfare”, “opportunities and guarantees of self-realization in professional activity”, “stability of social and legal status”, and “prestige of professional activity” as the priority development objectives of civil service. Such priorities as “developing civil service legislation,” “improving ethical requirements for performance management,” “developing mechanisms for monitoring ethical standards compliance,” and “increasing responsibility for ethical standards non-compliance” are extremely rare in respondents’ answers.

Civil servants’ moral consciousness is determined by the conflict between adherence to conservative views and necessity of responding to sociocultural changes taking place in the Russian society. And there is an explanation for this. Demographic data indicate the average age of “dualists” (and, according to statistics, [6] of all public civil servants) is 41–45 years. Their public service experience is from 7 to 15 years. Consequently, the “dualists” had to survive the collapse of established worldview. The moral principles and attitudes prevailing in the mind, on which the entire system of interactions with the outside world were built, were replaced by values conditioned by unstable social processes in the 90s. The moral breakdown of the “dualists” took place against legal and organizational background instability of civil service, considering that the civil service reform has been under way for almost 20 years.

Current development trends of Russian society have led to the “birth of amazing phenomenon — a paradoxical person.” The paradox concerns the fact this inconsistency is concentrated precisely in a man, person, specific individual when he or she simultaneously trusts mutually exclusive statements, believes in their value to his or her and public life. “This approach makes possible to characterize many people’s consciousness and behavior as being in the confrontation with themselves, in the struggle with themselves which is then transferred to public arena. People seem to run away from themselves, from reality and at the same time in exactly opposite directions.” [7, p. 4].

The dualism of civil servant's moral consciousness is caused by the contradictions occurring in the public employment. On the one hand, moral and ethical regulators established by law in the form of high requirements for civil servant's personality and professionalism, and on the other, "the truth of life", coupled with illegitimate dismissals, career advancement, and financial incentives. Following the requirements for service conduct, public officers often face supervisors' orders and instructions that are unacceptable neither as a matter of law or logic, nor universal values. Two situations mislead employees forcing them to make decisions that are not compatible with their personal value principles and attitudes. And it all occur against the background of civil servants' "ethization" in their official activities, public reflection expressed in negative assessments of the state apparatus and the results of its activities, and media materials that "develop" the theme of neglectful and corrupted officials.

In this regard, a pertinent question arises: is it possible in such a situation to develop professional culture of public authority and make state employees internalize those moral ideas (mission, values, beliefs) that will become the essence and the main content of the professional culture model and will be introduced in a public institution? It is absurd to believe that in the situation of psychological fatigue, mental rejection and misunderstanding of ethical standards established by law, the models of professional culture created by the authorities will be able to change the situation.

The social norm, the understanding of its position is an institutionalized factor in public consciousness. The reproduction of specific ideas in the individual and social consciousness, the "conquest of mind and soul" implies reflection of socially significant values, social groups' interests in these ideas, as well as a certain mechanism for transmitting them to the masses. Otherwise, the process of ideas rejection as an alien body is inevitable and this process is actually taking place in public service. Humiliated individuals' consciousness deprives them of the ability to develop. "Convince the person that he is a barbarian and he will behave accordingly. As a result, we will not get development, but arbitrariness from above and chaos from below" [8, p. 107].

The third group is "indifferent" 9%, characterized by extreme apathy for what is happening in civil service. If "dualists" are characterized by moral search and choice, there are no such dilemmas for "indifferent". Making managerial decisions for "dualists", "legality", "decency", "honesty" are priority, for "indifferent" the main are "orders of leaders". The "indifferent" do not differ or do not want to differ in their established position regarding the ethical problems of public service. At 100% compliance with the highlighted "legal morality" factor, the representatives of "indifferent" found it difficult to answer most of the questions on the form. They answered as they should have.

Of course, regardless of private desires, a civil servant is obliged to comply with legal and social norms, to ensure citizens' needs and interests. A feature of public employment as a socio-legal institution is the necessary and the required, something that is mandatory for all government subjects to fulfill. At the same time, the study results confirm the conclusion that under the pressure of ethical

standards civil servants maintain their personal identity, which determines their way of thinking and acting.

The formation features of civil servants' professional culture are connected with the objective factors and characteristics (legal requirements for official conduct), as well as with the state employees' subjective perception of ethical standards refracted through individual consciousness and perception of sociocultural processes. This should be taken into account if we are speaking about a model of professional culture formation in the authority, and most importantly, the mechanism for its implementation in the activities of a public agency should be thought out. Otherwise, social and legal norms existing only in the objective form as a number of prescriptions unrelated to the value structure of individual perception will not occupy a worthy place in employees' minds, and therefore are unlikely to become guidelines for civil servants' actions and behavior.

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