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PROFESSIONAL CAREER OF A PUBLIC SERVANT: CONCEPT AND TYPES

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The issues of career advancement of a public servant are studied in the article. The author notes gaps in the legislation on public service in the considered part, for example, the absence of provisions strictly governing official promotion of servants, as well as their legal protection in the event of a change of top leadership of a public authority.

Keywords: public service, professional development, the principle of equal access to public service, contest for vacancy, personnel reserve, appointment to office, performance assessment.

The changes that have occurred in Russia over the past ten years made relevant the problem of strengthening the statehood and improving the efficiency of public service. The dependence of results of socio-economic transformations on the state of management mechanism and the quality of staff performing public functions is getting increasingly obvious. The activity of public servants is substantially influenced by their status stability (stability of employment, guaranteed wages), as well as by opportunities for career advancement as they gain experience and professional knowledge.

Historically, the interpretation of the concept of career has stood many changes, which ironically at odds with each other, or, on the contrary, to a certain extent complement each other.

The term of "career" has many meanings. It comes from the Latin word *car-rus* – cart; from the Italian *carrier* – jogging, life path, life arena; from the French *carriere* – promotion in any sphere of activity, achieving notoriety, fame, benefits [20, 267]. In the 19th century the notion of career was defined as "a way, life arena, service, success and its achievement, success in society, rapid achievement of ranks and orders" [5, 69].

In Russia during the Soviet era the definition of career was considered with more negative tint. Career was understood as a way to promote someone to external success, benefits, fame, respect, as well as achieve personal well-being, which was inextricably linked to a social activity. It was believed that only a man of bourgeois-aristocratic environment could build career.

To date, there is still no definitive definition of career, the authors focus on the different characteristics of career process. Let's look at the most popular approaches to the definition of the concept of career.

First of all, you need to divide such seemingly similar, even in sound, concepts like career and careerism. Until recently, the concepts of "career" and "careerism" belonged to the same moral base that was recognized socially negative. This attitude formed due to the domination of official propaganda of the ideas of social equality. "To build career" meant conscious aspiration to elevate itself above other people, with the sole purpose of obtaining personal advantages in the process of distribution of material benefits. This interpretation of career really identified it with the ideas about careerism. However, nowadays we have already got the distinction of these similar in sound concepts. Careerism is defined as "career aggression", i.e. invasion of career space, its intensive development at high-status levels with the suppression of normal career processes, deformation of staff policy and the system of social management [3, 97].

The term of “career” is quite often met in the works of foreign researchers, an extended definition of career defines it as “a life path divided into certain intervals associated with his work” [9, 160].

In our country, a detailed study of the concept of career has begun relatively recently. A fairly broad definition of the notion of the word career can be seen, for example, in “The Dictionary of Russian Synonyms”, where career is considered as a future, destiny. From the point of view of philosophical knowledge the concept of career is dynamic, and is defined as “a process, passing, sequence of states of systems” [21, 391]. On the other hand, often in the first place there is the concept of career as “advancement in any field of activity”. The second meaning of the word career is defined as “achieving notoriety, fame, benefits”. In third place there is such explanation of career as “designation of a type of occupation, profession” [3]. If you specify the concept of career from the perspective of sociology, career is closer related to service activity: “career is the result of professional or official promotion in the life of an individual” [2, 277]. On the other hand, career is defined as the social advancement experienced by a person in the course of a lifetime, although it is usually associated with the professional activity of an individual [9, 160].

In the political interpretation career is considered from two perspectives:

1. Career - individually-conscious attitude and behavior of a man related to his labor, experience and activities throughout his life.
2. Career - an actual sequence of occupied stages (posts, jobs, positions) in a team.

In a general sense, career is a promotion of a human by steps of production, property and social scale.

You can also clarify that the nature, type of career, its tempo is defined both by the objective possibilities, presented by the society for its implementation and by the specific circumstances of an individual’s life, his personal abilities, ambitions, will, family situation, state of health and various other factors [28, 262].

The essential component of the above definitions of career is advancing, that is moving forward. In this regard, career is as a process that is passing the sequence of system states.

In view of the ambiguity of the definition of career concept, you will notice that many explanations career relates to the notion of an individual’s success. This semantic component is inherent to the concept of career even at lexical level. So, in the Ozhegov’s dictionary the career is defined as “the path to success, prominent position in society, at service, as well as the achievement of such provision” [14, 273]. On the other hand, in the dictionary of foreign words the career is interpreted

as a successful promotion in public, service, scientific, etc. activity or as an occupation, profession [18].

Scientific directions for the study of the phenomenon were formed in the mid-1990s. Career is implemented in the course of human activities. Activity approach to understanding the concept of “career” is based on the perceptions of the ways and forms of promotion of an individual in the various areas of its activity and it is considered in the works of many scientists investigating the scope of human resource management. The domestic school has formed the approach to the definition of “career” in broad and narrow sense.

In the broad sense, career is defined as a general sequence of stages of human development in key areas of its life (family, labor, leisure). At that, the career is represented through dynamics of socio-economic status, status-role characteristics and forms of social activity of personality.

In a narrow sense, the concept of “career” is associated with the dynamics of status and activity of an individual in labor activity [22, 67].

A. K. Markova also distinguishes between the broad and narrow understanding of career, but gives them a somewhat different sound. In the first case, the career is considered as a professional advancement, professional growth, the transition from one stage of professionalism to others. In the second case, the career is considered as advancement in office, where the achievement of a certain social status, occupation of a certain post is on the first place [10, 65].

This idea is supported by A. I. Turchinov, who considers career as an individual labor path of a man [19, 162]. The concept of “staff career” in his view reflects the unity of two career processes – professional career and official career. S. V. Shekshnya gives only a very compressed “narrow” definition, considering career as a “sequence of positions held by an employee in the same organization” [26, 149].

O. P. Fillipov interprets career as a “human progress at the stages of production, social, administrative or other hierarchy” [25, 182]. The author distinguishes criteria that determine the nature of the career:

- personally psychological (personal abilities of an individual, its ambitions, will);
- macro-economic (the dominant type of socio-economic relations);
- social factors (opportunities for career that are objectively represented by the society).

G. B. Mikhailova states that in today’s environment the concept of “career” is treated as an individual’s movement in professional growth that corresponds to its value orientations, and at the same time fully satisfies the interests of society [11].

This understanding of career stems from the recognition of the interests of an individual and the society. This approach provides an opportunity to consider career as a universal indicator of social and professional development of the representatives of all social strata [15, 85-92]

The authors dealing with the study of career process have suggested that the problem of career has attracted increasing attention of researchers of various scientific directions. This process has two fundamental determinants – individual one and social-managerial one. The first relates to the actualization of human needs in ensuring its own safety and well-being. The second relates to the increase of significance in all the managerial processes of the so-called human factor, which is based on individual career potencies mobilized and organized for the benefit of the system [7, 45].

Analysis of the approaches of different authors to the issue of typology of career development leads to the conclusion that the promotion of an entity in social environment is not a simple linear process, being a complex phenomenon expressed through the dynamics of ups and downs, crises and recoveries.

The diversity and complexity of the phenomenon of career is reflected in the diversity of its types, as well as the diversity of approaches to the distinguishing of career typology. There are a variety of grounds, signs and criteria for classification of career types [4, 233-235]. For a deeper analysis of career you need to consider this diversity of types.

As for the field of consideration, career is traditionally divided into professional and intraorganizational.

Professional career is characterized by the fact that a specific employee in the course of his professional activity goes through different stages of development: training, recruitment, professional development, support of individual abilities, retirement.

Intraorganizational (official) career covers a consistent change of development stages of an employee within an organization. Intraorganizational career relates to the trajectory of human move in an organization. Intraorganizational career is implemented in three main directions (vertical, horizontal, centripetal). Vertical direction is often associated with the very concept of career because it implies rising to a higher level of structural hierarchy [8, 40].

As for the time of passing stages, official career can be divided into normal, fast, “landing” [17, 257].

Normal career – gradual progression of a man to the top of job hierarchy in accordance with constantly evolving professional experience. The limit of this

official development is connected to the level of his professional competence. The duration of this career is equal to the duration of the active labor activity of a man.

Fast career – rapid, but still consecutive, official vertical movement in organizational structure.

“Landing” career – spontaneous filling, as a rule, of head positions in organizational structure. The very fact of filling positions is essential for representatives of such a career.

As for the content of changes occurring in the course of career movement, scientists distinguish such types of career as overbearing, qualification, status and monetary one.

The overbearing career relates either to a formal growth of influence in an organization through the vertical movement in management hierarchy, either with the growth of informal authority of an employee of the organization.

The qualification one involves professional growth, career movement per grade of tariff scale of one or another profession.

Status career – this is an increase in employee’s status in an organization, expressed either by assigning the next rank for seniority, or honorary title for distinguished contribution to the development of the company.

Monetary career is an increasing the level of remuneration of a worker, namely: wages, the amount and quality of provided social benefits [23, 310-314].

As for the nature of dynamics, career is divided into the following types:

- ordinary career – as a professional development with the passing of the main stages of professional life;

- stable career – as a direct promotion from professional growth to the only permanent type of work;

- unstable career – one, in which the phases of trials and consolidation are followed by new trials. These new trials can be compelled (in the event of loss of employment, health), voluntary (change of interests) or be caused by the reorientation in interests. New trials can be multiple;

- combined career – when short periods of professional life and employment are followed by phases of involuntary unemployment or change of profession, reorientation, retraining [10, 154-155].

P. Shtompki offers a career typology based on the nature of “climbing”. He suggests the following types of career process:

- progressive type – the development in upward direction;

- regressive type – downs in career process, different by duration (occur when

there is a mismatch between the skills or human activity and his status, structural reorganization, etc.) [27, 31-37].

The processes of the mentioned directions can develop with a continuous sequence, representing a linear type.

Also an irregular development or breakthroughs may occur after lengthy periods of quantitative growth – this type is called a non-linear. If career process experiences repeated exposures, it may take the form of a sine wave – then this is a cycle type. If there is a similarity of processes, but they differ in the level of complexity, it's safe to say that the process is moving in a spiral. It happens that changes do not happen in the state of system over a period of time, it is defined as career stagnation.

By the status of the head, career is divided as follows:

1. Lower management link (technical level). This is the level of management that is directly over the workers and performers. These workers are responsible for resources, raw materials, equipment. Half of the work time of the managers of such rank is spent in communication, in the main with the direct performers, some time with masters and the least of all with their superiors.

2. Middle management link (managerial level). Middle management is like a buffer between lower and higher links of management. Middle management representatives spend almost 90% of their work time in interaction with people.

3. Higher management link (institutional level). This is the smallest layer of managers. Exactly higher management representatives are responsible for making the most important decisions. Work week of the managers of such rank is 60-80 hours, almost 70% of the time is spent on sessions and meetings, about 20% to work with papers.

Some authors indicate that, depending on the objective conditions, intraorganizational career of an employee can be perspective or deadlock. Career line can be either long or very short.

Career promotion is determined not only by the personal qualities of an employee (education, skills, attitude to work, system of internal motivations), but also by objective ones, such as:

- the highest point of a career – the highest post existing in a particular organization;
- career length – the number of positions on the way from the first position of an individual in an organization up to the highest point;
- indicator of the level of position – the ratio of the number of persons working at the next hierarchical level to the number of persons employed at the hierarchical level, where there is a person at the moment of his career;

- indicator of potential mobility – the ratio (at some specific time period) of the number of vacancies at the next hierarchical level to the number of persons employed at a level, where there is a person [6, 158].

Career development refers to the actions that are taken by an employee to implement its plan and professional advancement. An employee's career development is a long process, which can include a number of periods. These should include:

- professional development (retraining, internships) in the system of continuous education;
- enrollment in personnel reserve for promotion to senior positions when an employee must receive training in the system of continuous education according to individual plans;
- appointment to a higher position (based on the results of training in the reserve, the decision of contest, certification commission, the decision of organization's leadership);
- employee rotation within his department [14, 95-100].

In thinking about career V. L. Romanov shows an interesting thought that the "keys" of career belong to two owners – servant and the State in the person of appropriate officials. The first should organize himself in achieving career goals, the latter should ensure equal career conditions for all employees, encourage career aspirations and implement an objective selection of candidates for qualification and official advancement [16, 60].

Recent times, the issues relating to career development have been increasingly discussed. Career development requires joint efforts of an employee, his direct supervisor and HR professionals, and can have a positive impact on the organization by optimizing the use of personnel, increasing its motivation, imparting targeted nature to vocational training [26, 198].

Successful career requires a continuous process, but it seems quite obvious that career development is not possible without human self-development.

As for the criteria of successful career – these are life satisfaction (subjective criterion) and social success (objective criterion). That is, the objective, the outer side of career is a series of professional positions occupied by an individual, and the subjective, the inner side is how a person perceives his career, his way of professional life and his own role in it.

Thus, career is seems to be a result of conscious attitude and human behavior in the field of labor activity associated with official or professional growth [23, 409], forward movement through the ranks of career ladder, change of skills, abilities,

qualification opportunities and remuneration associated with employee activity [24, 298].

Career advancement is defined not only and not so much by movement forward career ladder of organizational hierarchy as the process of exercising of the man's opportunities in conditions of professional activity [12, 24].

Significant gaps of legislation on public service are: the absence of provisions expressly governing official promotion of employees, as well as their legal protection in the event of a change of top leadership of a public authority.

To solve this problem, we need:

- firstly, explicit enshrining of provisions governing official promotion of employees, as well as their legal protection in the event of a change of top leadership of a public authority;

- Secondly, explicit enshrining of provisions that in case of successful completion of performance assessment of a public servants he is guaranteed to be given the opportunity to further career progression through career promotion. Of course, in this case, we must respect and some other conditions, in particular, the scope of work performed by an employee, as well as other merits, for which the servant is assessed: not just "corresponds to the contest post", but "corresponds to with the obligatory career promotion";

- Thirdly, the introduction of a procedure for employee's career advancement (similar to the qualification exam, it can be a "career exam" or "position exam"). The main difficulty in this case is the lack of a sufficient number of vacant posts, which are required for the regular conduct of the procedure, otherwise it runs the risk of turning into a procedure carried out from time to time, only when there is a vacant position, this will fundamentally change its essence and sense.

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