
Transformation of the organizational culture of civil service employees

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Abstract: The work investigates trends in the activities of state civil servants. The roles that a civil servant should play in modern conditions are determined. Revealed the need to change the skills of officials. The problems of culture of civil servants and directions of its improvement are identified.

Keywords: adaptation, adhocracy, bureaucracy, civil servant, skills, roles, organizational culture

INTRODUCTION

The socio-economic and technological social changes taking place today have an impact on the employees of public services, actualizing the task of their adaptation to modern conditions. The study "Civil Servant of the 21st Century", carried out by specialists from the University of Birmingham, highlights the most significant trends that require adaptation of civil servants. These trends in the civil service include: increased entrepreneurial activity; expanding the range of functions of specialists; closer interaction with citizens, allowing full use of their experience; in addition to technical skills, there are requirements for the ability to build relationships; career management across service and sector specialization; a combination of public and commercial focus; focus on flexibility and support, instead of control and obsession; changing the leadership paradigm (from heroic to collaborative leadership); increased local affection [1]. The trend of displacement of public services from the classical bureaucracy of M. Weber is of a global nature, although the pace and scale of this phenomenon depends on the development of the economy, national characteristics and traditions. Common are the effects of the formation of innovative behavior and commercialization, increased flexibility of public administration and increased integration. The integration trend with citizens and other stakeholders is due to both increased demands from citizens and other stakeholders, and the need to find reserves by attracting a variety of stakeholder resources.

In addition to socio-economic factors, changes in the work of civil servants are also introduced by a technological factor, which affects not only current knowledge and competencies, but also the need for continuous development and retraining of civil servants. The number of various software that a civil servant should own is increasing, there is a need to master new technologies in management [2]. So, project management comes into the practice of civil service, for which the appropriate prerequisites arise: "there is a need to accordingly improve the activities of public authorities by introducing effective project management technologies" [3, p. 45]. Project management is a sign of an adaptive management structure; it is not an organic part of the bureaucratic culture, which requires transformation of not only the skills of a civil servant, but also his culture.

Organizational culture is a key environmental factor that can both facilitate the implementation of necessary changes in the civil service, and contain them. The most important importance of culture as an element of the management system is emphasized by many domestic and foreign authors. So, Vikhansky O.S. and Naumov A.N. note that culture "gives people guidelines for their behavior and actions" [4]. Barney J., highlighting the success factor of an organization, points out that "high productivity firms tend to have an organizational culture that supports and values the employee" [5, P. 660].

Numerous studies link strong culture to organizational performance. At the same time, a strong culture means a culture in which "the organization's key values are widely used and shared" [6, p. 488]. The influence of a strong culture is manifested as follows: 1) the achievement of goals is improved, since the employees of the

organization share the values of the enterprise, are better consolidated, and communicate more closely; 2) employee motivation increases, staff turnover decreases.

The organizational culture of the public sector, if we use the four-dimensional measurement model of Cameron K. and Quinn R. [7], is, of course, closer to the bureaucracy and clan than to adhocracy and the market. The survey we conducted (47 civil servants were interviewed) also confirms the statement about the prevalence of the bureaucratic component.

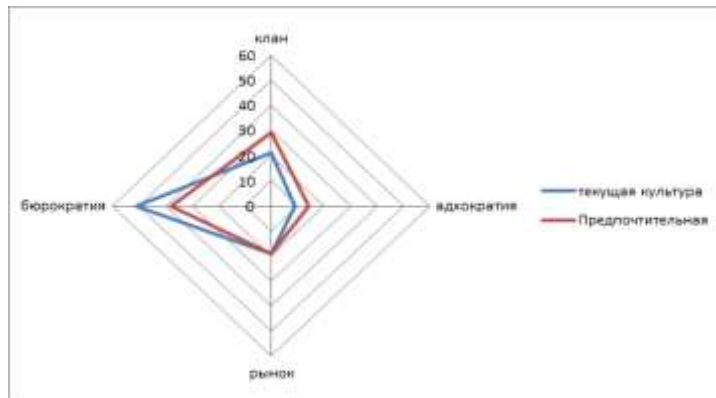


Figure: 1 Profile of organizational culture

клан- clan; бюрократия- bureaucracy; адхократия- adhocracy; рынок- market; текущая культура- current culture

Предпочтительная- Preferred

The general description of cultures according to Cameron K. and Quinn R. can be briefly formulated as follows:

-Bureaucracy (hierarchy): formalized, structured work; the nature of leadership is based on organizational principles, following rules; procedures rule everything; organization is characterized by stability, predictability.

- Market: focus on productivity, competitiveness, customer interaction; leadership is based on competition; enterprise values are associated with the desire to win.

- Clan: high level of cohesion, moral climate; employees have a lot in common; leaders are perceived as parents; management cares about people.

- Adhocracy: a culture of innovative, flexible enterprises; value orientations are focused on creativity, innovation, experimentation; management encourages risk.

The excessive bureaucratic component of culture is a brake on the adaptation of civil servants to changes dictated by the external environment. Moreover, the work of M. Panayotis, S. Alexandros, George P. revealed a significant influence of bureaucratic culture on the motivation of public sector workers, and the level of motivation and the level of the hierarchical component of culture have a negative correlation coefficient [8].

Culture transformation is required to "improve the organization, influence employee behavior, improve customer service, and achieve specific goals and results in public service." [9].

Of course, the great importance of the bureaucratic component of culture is inherent in employees of public services by nature, employees work within the framework of numerous directives, rules, procedures. Leadership in such structures is hierarchical.

The clan component of the culture of civil servants also has a high level within the framework of the four-dimensional model (bureaucracy, clan, market, adhocracy). The clan component is strong primarily due to a fairly high degree of cohesion and commitment of civil servants. Adhocratic and market culture is less typical for public services, their development is a significant problem [10]. Innovative behavior, support for citizens' initiatives are becoming an integral attribute of public services, require improving organizational culture.

Fundamentally new roles of civil servants emerge, determined by rapid changes in the external environment, a network approach to management, i.e. tendencies that do not fit well with a strong bureaucratic culture. In addition to fulfilling their official duties, civil servants are forced to play new roles for themselves: municipal entrepreneurs; storyteller; system architect; navigator; resource weaver.

The fundamentals of the entrepreneurial role in the public sector have been studied for a long time, back in 1956 Tibu Ch. created a model in which competition between local authorities is justified, which attracts taxpayers by offering services and levying taxes (cost of services). Despite the formed tools, institutional development, domestic municipal entrepreneurship needs to be improved.

One of the most challenging but critical roles is the role of a systems architect, which is the ability to compile various government support systems with multiple public, private and other resources to address the diverse challenges of government services. [11].

Storytelling is seen as integral to promoting ideas, local services and communities. This role places not only high demands on communication skills, but also foresight skills. The ability to envision and broadcast futures is believed to be key to engaging government service users and other stakeholders.

The variety of services and their full use largely depends on how fully civil servants play the role of a navigator in order to guide citizens across the entire spectrum of opportunities.

Combining heterogeneous resources, their creative use (different from the original), the ability to create something new for resource users is one of the most important tasks of municipal employees.

Such changes in the work of a civil servant cause the need to improve his knowledge and skills, first of all, the development of not technical skills, but skills that are quite common for all government employees (sometimes referred to as “soft skills”): analytical skills (analysis, criticism); interpersonal skills (communication skills, facilitation, empathy); communication skills, including work with new means of communication. Here you can give a classification of skills suitable for employees of public services who are forced to work in a changing environment, interact more closely with citizens and other stakeholders. First, there are connective skills (vision, leadership, communication, the ability to form partnerships, team building, consensus building, conflict management, community involvement, mediation, customer focus) that allow people to work together, uniting for common goals, aware of our shared responsibility [12]. Second, achievement skills, which in addition to traditional management skills should include project management skills and the ability to prepare and disseminate best practice messages.

Thus, changes in the external environment of public services dictate new requirements for the internal environment, roles and skills of civil servants. It is necessary to organize the adaptation of civil servants to changes in their activities, to remove the obstacle, which consists in the excessive bureaucracy of the organizational culture, to transform it, significantly developing the market and adhocratic component.

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