

THE CONCEPT OF PROFESSIONALISM IN THE PUBLIC HUMAN RESOURCE MANAGEMENT IN RUSSIA: EVOLUTION AND IMPLEMENTATION

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Abstract

This article presents an analysis of the evolution and implementation of the concept of professionalism in the public human resources management in Russia. By reviewing legal regulations and human resources management practices in the civil service and by analysing theoretical sources, the authors have identified trends in the development of professionalism in public human resources management. The article's conclusions can be of interest, and value, to academicians and practitioners in the area of public human resources management in Russia and other countries.

Key words: *public human resource policies, civil service, public sector human resource management, principles of human resource policies, professionalism of civil servants.*

Introduction

The system of public administration in Russia has had a long and complicated period of evolution characterized by continuous reforms of civil service and transformations of the principles and approaches to human resource management in the public sector. Such principles are reflected in the public human resource policies and their implementation, which eventually resulted to qualitative changes in public sector staffing. In this context the importance of studying the issue of civil servants' professionalism is driven by a number of factors.

- First, by modern requirements for professional development of public administration personnel. The Federal Programme for Development of Civil Service in the Russian Federation 2015–2018⁴ specifies that “... *the prerequisites for gaining efficiency in public administration in line with modern challenges and national development needs are the expertise and professionalism of the public administration personnel achieved through the continuous nourishment of personal and professional capacity of civil servants ...*” (Paragraph 1, Section 5). Furthermore, there is an objective “... *to introduce new approaches for continuous and motivated development of civil servants' professionalism and competencies in order to ensure continuity in the development of civil servants...*” (Paragraph 2, Section 5).

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⁴ Draft Decree of the President of the Russian Federation on the Federal Programme for Development of Civil Service in the Russian Federation 2015–2018 and the Action Plan for Civil Service Development in the Russian Federation 2015–2018 (29.01.2015, prepared by the Russian Ministry of Labour). Available at: <http://regulation.gov.ru/>.

- Second, by the need to systematise and to deepen the knowledge on the essence and specifics of professionalism in the civil service in order to further develop a methodological framework for human resource management.
- Third, by the diversity of various research on the professionalism aspects in psychology, sociology, management and other related disciplines and by the requirement to elaborate a common approach to understanding this process in looking for efficient mechanisms in the civil service human resources management.
- Fourth, by the current status of the civil service human resources' capacity and the trends in qualitative and quantitative characteristics leading to the need for comparative studies at the regional level in order to create an enabling environment for enhancing civil service professionalism.
- Fifth, by the existing problems in the management of professional development of civil servants associated with inadequate legal regulation of such activities and organizational arrangements requiring the introduction of modern approaches.

Thus, studying the evolution and manifestations of the concept of professionalism in civil service human resources management is a critical task for civil servants in order to reach the required levels of professional competence. Based on a theoretical analysis, legal regulations and expert reviews, this article addresses the process of evolution of the concept of professionalism in the Russian civil service at different stages of public administration reforms and analyses key issues of its implementation in human resources management.

Evolution of professionalism in civil service management

The analysis of various publications reviewing public human resources management policies from historical, political, sociological and legal perspectives reveals that there are different opinions and approaches to the assessment of its status and efficiency. The issue of human resources management in general and professional composition of civil service in particular have been addressed in several papers (Magomedov, 2010; Ponomarenko, 2013; Turchinov, 1998). Some papers (Grazhdan, 1996; Ponomarenko, 2013) present theoretical fundamentals of the public human resources management, results of opinion surveys and identify issues from a sociological perspective to the human resources management processes.

It seems that there is no common understanding even in the definition of the “public human resources policy”. Some authors understand policies as principles for elaborating and implementing activities associated with relations between individuals and the essence of which is to determine the purposes and forms of interaction in social life (particularly in this case, in human resources management). Whereas others consider it as a specific activity associated with the acquisition and exercise of power, primarily the power of the state⁵.

In our understanding, public human resources policies represent a system of evidence-based and statutory goals, objectives, principles and priorities of activities for setting and regulating HR processes and relations in public authorities within a specific context of societal development. The latter requires a dynamic development of the principles of HR policies influenced by the social and political transformations taking place in society.

First attempts to institutionalize public HR policies were made back in 1991 when the Presidential Decree No. 17 (14 August 1991) established the post of the State Secretary of

⁵ For instance, refer to A. Turchinov. 1998. Professionalism and Human Resource Policies: Theory and Practice Development Issues, in K. Magomedov. 2010. Sociology of Civil Service.

RSFSR, whose functions included “coordination of HR policies of the President of RSFSR”⁶. Meanwhile, it was already specified (Government Resolution No. 16, 23 November 1991) that “... the Department of Russian Civil Service was to be set up for prompt and qualitative addressing of staffing for implementation of radical economic reforms and administration...”⁷. According to the Presidential Decree No. 242 (28 November 1991) “On reorganization of central public authorities”⁸, the name of the Civil Service Department was changed into “General Office of Training of Civil Servants” (*Roskadry*)⁹. Its functions were mainly the organisation of training and development of civil servants at the premises of the Higher Party Schools reorganized during that period. *Roskadry*, however, partially also served as formulator of public HR policies and laid the basis for policy-making in Russia’s civil service in general and personnel training in particular¹⁰.

In the course of systematically establishing the civil service institution in accordance with the Presidential Decree “On approval of the regulation on the federal civil service”¹¹ and the Federal Law “On the basic principles of the civil service of the Russian Federation”¹², the concepts of professionalism and competence were declared as part of the civil service principles. Higher vocational education in the field of State and Municipal Management was identified as the qualification requirement for civil servants (part 4, Article 6); the right for “... training (retraining) and professional development from respective budget resources” (paragraph 8, Part 1, Article 9) and the obligation to “... maintain the level of qualification sufficient for performance of their duties” were stipulated; and promotion based on performance and skill level was warranted (paragraph 7, Part 1, Article 10). Thus, the basis for forming a professional staff pool was established at this phase of civil service development in the Russian Federation. Later, in 2001, while developing the Concept of the Civil Service System Reform, which included a special section on the Human Resources Policy in the Civil Service, “... management of development of professional qualities of civil servants”¹³ was declared as a priority. For the first time development of professional skills of public servants was legally ensured as a principle of the human resources policy and it provided direction and a governing goal.

The analysis of the civil service regulations adopted in subsequent years clearly reveals the transition from proclaiming professionalism as a requirement towards determining its implementation mechanisms. Thus, the Federal Law “On the State Civil Service in the

⁶ On approval of the Regulation of the State Council under the RSFSR President and on the RSFSR State Secretary and Office, No. 17, 14.08.1991.

⁷ On establishment of the RSFSR Civil Service Department: RSFSR Government Resolution No. 16, 23.11.1991.

⁸ On reorganization of central public authorities: RSFSR Presidential Decree No. 242, 28.11.1991. Official Gazette of the RSFSR Congress of People’s Deputies and RSFSR Supreme Soviet No. 48, 28.11.1991, Article 1696.

⁹ Issues of the central public authority responsible for training of staff for the public service under the Government of the Russian Federation: Resolution of the Government of the Russian Federation No. 145, 06.03.1992 (revised on 04.09.1995).

¹⁰ Kh. A. Bekov. 2001. Experience in establishment of the federal civil service authority. *Chinovnik*, No. 3 (13), pp. 22–41.

¹¹ On approval of the Federal Civil Service Regulation: Decree of the President of the Russian Federation No. 2267, 22.12.1993. Collected Acts of the President and the Government of the Russian Federation, No. 52, 27.12.1993, pp. 5073.

¹² Fundamentals of the Civil Services in the Russian Federation: Federal Law No. 119-FZ, 31.07.1995 (revised on 27.05.2003). Collected Laws of RF, No. 31, 31.07.1995, pp. 2990.

¹³ Concept of reforming the civil service system in the Russian Federation (approved by the President of the Russian Federation on 15 August 2001). Garant Legal Reference System.

Russian Federation” (No. 79-FZ, 27 July 2004) stipulates that one of the priorities of development of the civil service staff is “... *training, retraining, upgrading of skills and on-the-job training of civil servants according to the professional development programmes for civil servants....* “. Furthermore, the Presidential Decree “On additional professional education for civil servants of the Russian Federation” specifies that it is necessary “... *for a public authority to create programmes for professional development of civil servants...*”¹⁴. Moreover, in the State Requirements for professional qualifications, career development and on-the-job training of civil servants in the Russian Federation, additional professional education of civil servants is defined as the education aimed at “... *continuous professional development of civil servants of the Russian Federation...*”¹⁵. «... *Development and implementation of the programmes for professional development of civil servants...*” is provided under the Federal Programme for reform and development of the civil service system of the Russian Federation (for 2009–2013), as one of the objectives, and the “... *creation of the conditions required for professional development of civil servants...*”, as well as the “... *development and application of individual plans of professional development of civil servants at public authorities...*” refer to the expected outcomes.¹⁶

It should be noted that the emergence of these principles in the regulations is due not only to conditions related to the phase of societal development, the social and political reforms in general and the reform of the civil service institution in particular; but it is also due to the rationale and evolvement of new views on professionalisation of human resources in public administration. Obukhova (2007) observes that “... *in the second half of 1990s the Russian scientists developed the concept of professionalization defining it as a holistic and lifelong process of personal development as an expert and a professional...*”. At the same time professionalisation was mainly defined as the level of development of professional merits of an individual person. The author completed the concept of professionalization of civil servants by adding: “*The construction of the governance structure driven by professionalism of public authorities and development of the professional education programmes*”.¹⁷

As of 2003, the requirement that civil servants must necessarily have professional education becomes clear. It was defined as “professional official activities” in all the regulations pertaining to civil service in the Russian Federation¹⁸, based on the essence of the term “profession” as a kind of work activities that require specific knowledge and skills obtained through training¹⁹, as well as a set of inherent knowledge and skills of an individual acquired through special training or long-term service²⁰. However, the literature review on theoretical

¹⁴ On additional Professional Education of the Civil Servants of the Russian Federation: Decree of the President of the Russian Federation No. 1474, 28.12.2006 (revised on 01.07.2014). Collected laws of RF, 01.01.2007, No. 1 (Part I) pp. 203.

¹⁵ On approval of state requirements to professional training, career development and on-the-job training of civil servants of the Russian Federation: Resolution of the Government of the Russian Federation No. 362, 06.05.2008. Collected laws of RF, 12.09.2008, No. 19, pp. 2194.

¹⁶ On the Federal Programs for reforming and development of the public system of the Russian Federation (for 2009–2013): Decree of the President of the Russian Federation No. 61, 10.03.2009 (revised on 10.08.2012). Collected laws of RF, 16.03.2009, No. 11, pp. 1277.

¹⁷ Obukhova, L. A. 2007. Professionalizing the Civil Servants of the Russian Federation (sociological analysis).

¹⁸ On the civil service system of the Russian Federation: Federal Law No. 58-FZ, 27.05.2003 (revised on 02.07.2013). Collected laws of RF, 02.06.2003, No. 22, pp. 2063; On the civil service of the Russian Federation: Federal Law No. 79-FZ, 27.07.2004 (revised on 31.12.2014). Collected laws of RF, 02.08.2004, No. 31, pp. 3215.

¹⁹ Sociology of Civil Service. Glossary. – Rostov-on-Don, 1996. – p. 61.

²⁰ Turchinov, A. I. 1998. Professionalization and Personnel Policy: Issues of Theory and Practice Development, pp. 107.

models of civil service, as a special type of professional activities (Atamanchuk, 2001; Grazhdan, 1996; Dergachev, 2008; and others) leads to the conclusion that this process has not been completed yet. The main reason is the complexity of this subject area, as well the dynamic change characterising the area of civil servants' professional development²¹.

That is why the nature and content of required education and mandatory training of civil servants in "public and municipal management" fields appear to lead to a wider debate in the academic community and among practitioners, university professors and public authorities' experts. On the one hand, it is obvious that professionalisation in this area dictates this need, as evidenced by the adoption and implementation of the Federal State Educational Standard (Code 38.03.02). On the other hand, the requirements for professional training are set out in the Methodological Framework for Setting Qualification Requirements for Civil Service Positions developed by the Ministry of Labour and Social Protection (Section 2: Functional Qualification Criteria), in accordance with the focus areas of professional official activities, including Economics, Banking, Finance, Law etc²². One thing is clear, however, that individuals need to build up and develop relevant competencies by focusing on specific training in order to become professional civil servants.

The comprehensive study of approaches defining "professionalism of civil servants" and its components shows that the definition of professionalism is largely determined by the views, ideology, and the mindset of individuals conducting relevant research²³.

In general, the concept of professionalism largely has been noted by psychologists as one of the defining characteristics of the work activities and a great volume of research has accumulated in this particular area²⁴. As part of the psychological and later – psychological-acmeological approaches – professionalism, above all, is viewed from the psycho-physiological and psycho-functional perspectives. In this context, professionalism, either is identified with the work itself or is understood as its focus area that requires certain knowledge and skills, or is identified with the individual with certain type of consciousness or mentality²⁵. In other words, professionalism can be identified with certain professional occupation or with the individual personality possessing a specific mindset.

Sociologists also pay considerable attention to the issue of professionalism. Kalacheva (1998) considers professionalism as a quality characteristic of work and she proposes a

²¹ For instance, see Dergachev, S.V. 2008. Managing the Professional and Qualification Development of Civil Servants of the Constituent Entities of the Russian Federation and S.G. Atamanchuk. 2001. Civil service: Staff capacity.

²² Methodological framework for qualification requirements of applicants for civil service positions: Version 2.0. Available at: <http://www.rosmintrud.ru/ministry/programms/gossluzhba/4/Kvaltreb.docx>.

²³ For instance, see Atamanchuk, S.G. 2001. Civil Service: Staff capacity, pp. 18–21; Bakushev, V.V. 2009. Public Human Resource Policy and Formation of the Candidates Pool for the Civil Service Office. Rostov-on-Don, pp. 187–190; Ponomarenko, B.T. 2013. Innovative Aspects of Improvement of the Professional Development of Management Staff. Herald of the Civil Service and Management Academy of the Komi Republic, No. 11 (16), pp. 123–127; Ponomarenko, B.T. 2013. Innovative Approaches to the Professional Development of Civil Servants. Civil Service of Russia: Human Capital Development and Management, No. 1, p. 245; Sulemov, V.A. 2009. Evaluation and Professional Development of Civil Servants, pp. 64–67; Turchinov, A. I. 2014. Civil Service of Russia: Background and Development issues. Social and Professional Development of Civil Service, pp. 125–132.

²⁴ Derkach, 2013; Kovaleva, 1998; Markova, 1996 etc.

²⁵ Derkach, A. A. 2013. Psychological and Acmeological Grounds and Tools for Optimization of Personal and Professional Development of a Competitive Specialist. Acmeology, No. 2, pp. 9–18.

methodology for identifying professionalism and professional attitudes²⁶. Maltsev and Marchenkov (1997) consider this concept as a social category and explore the forms of its demonstration and related tasks²⁷. A literature review of the work on professionalisation of the civil service (Atamanchuk, 2001; Derkach, 2013; Turchinov, 1998; etc) shows that the researchers consider professionalism as an objectively determined category and emphasize that *“professionalism as a social and administrative category cannot be static, as conditions are not set once and for all; it shall continuously be enriched and improved...”*²⁸. In this context, therefore, professionalism is typically defined as the process of finding oneself or self-actualization in the professional field, which in general has a bottom-up nature.

Conversely, the definition of the word “profession” has changed considerably nowadays. It is not just a ready-made set of skills, but the ability of individuals to “grow” in a professional field, the ability to analyse their own skills, “to design” clear skills, to find and develop new knowledge and professional areas based on the changing needs of the market, that come to the fore. In this sense, the process of development is conceived as the qualitative transition from a lower level to a higher one, from scaled-down to a fully-fledged or expanded level, in general from one state to another and to a better one²⁹.

Thus, civil service reform programmes need to take this dynamic into consideration. For instance, the Federal Programme for Reform and Development of the Civil Service System 2009-2013 sets the objective *“... to develop highly qualified civil service staff...”*, and one of the priorities is *“... to introduce effective technologies and up-to-date methods of human resources management aimed at improvement of professional competencies...”*³⁰. However, despite the fact that this programme sets the objectives, powers and responsibilities and allocates time and resources for its implementation, experts note that *“... outdated human resources management technologies are still used by public authorities and modern methods of human resource management are not widespread, the level of professional training of civil servants does not sufficiently meet the needs of civil service development...”*³¹.

Difficulties and problems in implementation of the programme called for refinement of the principles and mechanisms of human resources policy, as reflected in the Presidential Decree “On the major areas of improvement of the public administration system” (No. 601, 7 May 2012), which highlighted the need for the introduction of *“... the principles of human resources policy in the civil service system”*. This entails the creation of a candidates’ pool and its proper use in practice. It also entails the compilation of qualification criteria for civil service positions utilising a competencies-based approach, extensive use of rotation mechanisms, the development of coaching in the civil service, etc³². Pilot projects are currently being

²⁶ Kalacheva, T. G. 1998. Professionalism of Civil Servants of the Constituent Entities of the Russian Federation: Methodological Approach to the Analysis of the Issue. Nizhny Novgorod, pp. 31-37.

²⁷ Maltsev, V. A. 1997. Sociological Approach to the Analysis of the Problems Related to Professionalism of Civil Servants, pp. 8-15.

²⁸ Grazhdan, V. 1996. Federal Civil Service: The Issue of Consistency. Vlast, No. 10, pp. 55-58.

²⁹ Shapovalenko, V. I. 2009. Developmental Psychology, pp. 98-106.

³⁰ Federal programme for reform and development of the civil service system of the Russian Federation 2009-2013, Decree of the President of the Russian Federation No. 261, 10.03.2009 (revised on 10.08.2012). Collected laws of RF, 16.03.2009, No. 11, p. 1277.

³¹ Ibid.

³² On major areas of improvement of the public administration system: Decree of the President of the Russian Federation No. 601, 07.05.2012 No. 601. Collected laws of RF, 07.05.2012, No. 19, p. 2338.

implemented at some federal public authorities in order to introduce these new mechanisms of human resources policy³³.

Policies for civil service development are reflected in the draft Decree of the President “On the Federal Programme for development of the civil service in the Russian Federation for 2015–2018” and the Action Plan for the development of the civil service of the Russian Federation till 2018, which are currently in the process of approval³⁴. These programmes are driven by the need to move from the theoretical and methodological guidelines level to large-scale reforms in action.

As noted in the programme rationale, the last wave of civil service reform and development encompassed changes in the legal and regulatory framework of the civil service, as well as in some institutional arrangements for the civil service. However, the change in the strategy for development of the civil service is driven by the problems that exist in the operations of the human resources departments. With increasing shortage of qualified staff, human resources departments of public authorities do not focus adequately on the functions of recruitment, performance evaluation, and staff development. Furthermore, the motivation of directors of public authorities to introduce new human resource management methods and techniques is insufficient and the existing system of additional professional training does not fully meet the needs of professional development of civil servants in light of the rapidly changing internal and external environment and it does not ensure development of new competencies, etc.

According to the results of our survey, experts pointed out that human resources departments of public authorities perform various roles in the activities related to professional development of employees³⁵. They largely play the role of the organizer of professional development activities (46%), as well as the role of controller and advisor (31% for each). Specifically, the following main challenges in the area of practical implementation of the activities related to development of professionalism of civil servants at the public authorities are highlighted:

- Lack of conformity in understanding the value and essence of professional development among scientists and practitioners, managers and employees (38%);
- Lack of clearly designed methods, technologies, and procedures of professional development (31%);
- Inability to fully deal with professional development due to work overload (31%);
- Poor training in terms of introduction of new principles of the human resources policy and implementation of up-to-date human resources technologies (24%);
- Lack of consistency in evaluation and development of civil servants (18%).

³³ Pilot projects on introduction of the new principles of the human resource policy in the civil service. Available at: <http://rezerv.gov.ru/GovService.aspx?t=79>.

³⁴ Draft Decree of the President of the Russian Federation on the Federal Program for development of the civil service in the Russian Federation (for 2015–2018) and the Action Plan for development of the civil service of the Russian Federation (for 2015–2018) (29.01.2015), drafted by the Ministry of Labor of RF). Available at: <http://regulation.gov.ru/>

³⁵ Professional Development of Civil Servants: Methodological Problems and Solutions. R&D. Registered at the State Documentation Center. Registration Number 01201370989. 11.09.2013. Director: Doctor of Sociology, Associate Professor N. N. Bogdan.

In general, analysis of the research findings leads to the conclusion that human resources departments of public authorities engage in routine operations related to organization of retraining and advanced training of civil servants, which are perceived by them as an effective form of professional development. At the same time, specialists of human resources departments do not focus their attention on the assessment of personal development of an employee as a professional and the development of his/her competencies and related promotion and performance of duties in general.

In our opinion, the problems identified call for taking measures to optimise the management of the process of development of civil servants' professionalism. In this regard, it is proposed to arrange professional development of civil servants based on the principle of continuity, to implement new approaches to development of professional skills of civil servants based on individual planning of professional development, career advancement and regular assessment of the professional capacity for the period 2015 to 2018.

It should be noted that the terms used in this programme have changed significantly. New terms are now used such as "continuous professional development", "human resources management", "career development", "motivated professional development", etc. All this goes to demonstrate that there is a shift of paradigm in the civil service human resources management. The transition from the concept of personnel activities to the modern concept of human resources management using a competencies-based approach. However, the terms "competence" and "competency" are not articulated in this draft decree and other legal documents. Nevertheless, it can be ascertained from the context of their use that competencies are understood as the "matter of doing"³⁶. For example, "... expansion of the range of competencies of civil servants employed in the category "specialists" with the right to make legally significant decisions on certain matters ..." or "... lack of motivation of the directors of public authorities to introduce new technologies of human resources management is due to focusing on immediate issues related to competence ..." ³⁷.

Besides, the terms "competence" and "competency" are used in another context: "... to create mechanisms to motivate employees towards professional development aimed at increasing the level of their competence and ensuring their career advancement ..."; "... possession of the relevant competencies is not evaluated during the selection process ... "; "... the qualification criteria for the civil service positions do not allow for objective evaluation of the level of competence of the candidate applying for a vacant position ..."; "... taking measures for professional development of employees, motivating employees to educate themselves and to improve the level of their competence...". It is obvious that in this sense "competence" and "competencies" are considered as a specific set of personal qualities or characteristics required for a successful career.

Literature review of numerous work devoted to the notion of competence (Zimnyaya, 2003; Zeer, 2002; Kudryavtseva, 2011; Markova et al, 1996) shows that competence is often defined as the system-wide integration of knowledge and skills (professional ones – in the case of professional competence), professionally important qualities of an individual, as well as his/her readiness to actualize them in the work environment and demonstrate the behaviour aiming at achieving the desired results. From our point of view, it is an integrative approach, which defines the competence as a kind of fusion of professional knowledge, skills and social

³⁶ Actually meaning "area of specialization" or "core competencies".

³⁷ Ibid.

behaviour, systematically organized intellectual, communicative and personal qualities, that allows demonstrating the relationship between the qualifications (traditionally underlying professionalism and defined through educational standards) and competencies as abilities of an individual.

At the same time, the term “competence” is interpreted in the civil service in a different manner compared to the managerial area (as requirements to behaviour and actions of an individual) or a legal practice (as a set of powers defined by law or regulation). According to Kudryavtseva (2011), competencies of civil servants contain three main characteristics: [i] the powers defined in a particular public authority; [ii] the responsibilities defined in the official regulations; and [iii] behaviour and performance related to individual characteristics of an employee³⁸. Based on this approach, professional competence of civil servants implies the consistency of objective requirements to a position and the level of professionalism of employees, their personal characteristics and abilities that ensure effective performance, whereas the focus of the human resources policy on competence improvement is identified in the principle of the required continuous professional development.

A synthesis of various researchers’ views shows that the process of professional development is approached from different perspectives and several aspects and components are invariably emphasized. In this sense, Lokonova (2005) defines professional development as a dynamic, variable, system-wide, individual and creative process of development of a specialist as a professional³⁹. Accordingly, professional development is considered as part of the overall process of professional socialization of an individual and is carried out through professional training and direct incorporation into the real social practice. One of the main factors that affect professional development is the professional work itself with all its inherent features.

Dergachov (2008) elaborates on the concept of professional development by introducing a definition of “skill development”, which refers to the process of acquisition, adaptation and actualization of professionally significant qualities and abilities of a civil servant in official activities. The author believes that the main factor in this process is the acquisition of knowledge and skills in vocational educational institutions, as well as through self-education⁴⁰. Consequently, the author considers further professional education of civil servants as the basic element of skill development.

Sidorov (2009) brings forward another component of professional development – the professional work-related development as the career development process in public authorities. Professional work-related development is inextricably linked with promotion, i.e. qualitative changes in the professional work-related development of employees are reflected in the change of the status of an individual in an organization and are expressed in the form of its official career⁴¹.

³⁸ Kudryavtseva, E. I. 2011. Competencies of Civil Servants as the Research Issue. Present and Future of Sociological Technologies: Materials of International Conference VIII. Collection of papers.

³⁹ Lokonova, Y. M. 2005. Professional Development of Staff of the System of Social Protection of the Population of RF, pp. 15–21.

⁴⁰ Dergachov, S. V. 2008. Managing the Professional Development of Civil Servants at the Constituent Entities of the Russian Federation. Yoshkar-Ola, p. 21.

⁴¹ Sulemov, V. A. 2009. Status of the Civil Service Corps as a result of Educational Influence. Competency-based Approach to Education and Professional and Personal Development of Civil Servants, pp. 147–163.

Some other authors (Derkach et al, 2013) introduce the concept of “personal and professional development”. The process of personal and professional development is intricately determined by: [i] on the outside, personal and professional development is driven by specific professional activities, that is the structure of professionally important qualities and competencies required to effectively address the professional tasks, content and forms of professional education enabling their development; and [ii] on the inside, personal and professional development is driven by the initial level of psychological and acmeological resources of an individual, which include inclinations and abilities that define professional opportunities, as well as motivation and a sensitivity period of development of an individual in terms of building respective professionally important qualities and competencies. Therefore, the concept of professional development of civil servants is multifaceted.

In this context, the following aspects can be highlighted:

- Development of professional skills, which is often associated with education and self-education of civil servants, acquiring of new knowledge and professional experience;
- Professional work-related development linked to the service-related promotion, an opportunity to engage an employee both at a specific public authority and (with due regard to official rotation) in the interests of the entire system of public administration;
- Personal and professional development, which is understood as a dynamic integrative process associated with changes in the personal and professional characteristics, providing for a new level of the needs, willingness and opportunities for self-development and self-actualization in the process of performance.

Despite the complexity and diversity of these aspects, along with the concept of “professional development”, such synonymous concepts as “professional growth”, “professional (or more often – service-related) promotion” and “career advancement” are often used in many publications. However, even though these concepts are closely interrelated, in our opinion, yet the content of these concepts is different. Namely, the concept of “professional growth” is underpinned by the understanding of growth as changes primarily in quantitative characteristics of any process and the respective improvements associated with this. The similarity of the concepts of growth and development emerges when the modality of growth has a positive connotation⁴². On the other hand, professional growth refers to the acquisition of an occupation in its entirety and diversity, accrual of the professional knowledge and skills, which typically lead to recognition of the performance results by the professional community and earns a reputation in a particular type of professional activities. Exposure to narrowly focused activities allows an individual to become a unique professional and be in demand in his/her field, to act as an expert and so on. New competencies that have not been previously involved need to be developed for the purpose of promotion along the service hierarchy. The service-related promotion (a career in the typical sense) refers to extension of responsibility and authority, to upward movement and to transition from one level to another.

⁴² For example, see Mikhailova, E. V. 2007. Professional Development and Career Advancement of a Manager. Human Resources Management, No. 1., pp. 2–8 and No. 2, pp. 144–151.

Until recently, the term “career” has scarcely been used in the laws on civil service. More recently, the concept of “career” has been applied with respect to civil servants in legal regulations. The Federal Programme for reform and development of the civil service system of the Russian Federation 2009-2013⁴³ stipulates that it is necessary to create “... *the conditions for planning sustainable career advancement of civil servants...*”, as well as “... *the system of incentives for career advancement of civil servants as an important requirement for civil service...*”. The Presidential Decree “On the main areas of governance improvement provides for the creation of a candidates’ pool (No. 601, 7 May 2012 No. 601) “... *through selection, training and career advancement of candidates ...*”. As it appears, a career of a civil servant relates primarily to the vertical promotion that has an upward nature. It is fair to say that there is also a horizontal career in the scientific typology, which in the civil service can be marked, for example, by assigning the next class rank to reflect one’s professional development⁴⁴.

Thus, if we consider the concepts of “professional growth”, “service-related promotion” and “career advancement” in a multidimensional format, one can see that they are implemented in different dimensions: service-related promotion and career advancement – vertically, whereas professional development – horizontally. Moreover, professional development and professional training are often equated in the contemporary practice of human resources management and one process replaces the other. From our point of view, the concept of “professional development” is broader than “professional training”. Professional training refers to bridging the gap between what an employee knows and what he/she needs to know, while professional development refers to the actions aimed at improving professional skills and abilities and professional identity. Professional development implies not only that an individual gains professional experience, specific knowledge, skills, and abilities, but also that he/she develops professionally significant personal qualities, competencies, etc.

Nevertheless, in all cases professional development involves professional training in any form. It is proven by the development concept developed by Vygotsky as early as 1934, according to which “... *any training results in development and at the same time training is impossible without development*”⁴⁵. As we have already noted, training of civil servants currently has the form of higher professional education with specialization in Public and Municipal Management" (qualification / Bachelor's and Master's degrees) and additional professional education (professional retraining and advanced training) in respective areas. At the same time, the modern trend is to introduce the competencies-based approach in all the forms of professional education for civil servants. This will allow considering professional development as growth of professional competence and professional training – as one of the mechanisms to achieve it. Therefore, contemporary understanding of professional development considers it as a prerequisite, and career advancement – as a possible and desired outcome.

Conclusion and Recommendations

To conclude, the leading trend in evolvement of the principle of professionalism in the public human resources policy is to require constant growth of civil servants through their professional development and at the same time the task to develop professional skills gives way to the mindset for development of professional competencies and capacity building.

⁴³ Approved by Presidential Decree No. 261, 10 March 2009.

⁴⁴ Mogilevkin, E. A..1998. Personal Factors of a Professional Career of a Civil Servant.

⁴⁵ Vygotsky. L. S. 2005. Psychology of Human Development.

One of the strategic objectives of the public human resources policy, at the present stage, is to develop highly professional civil servants. Implementation of this objective should lead to qualitative changes in the staffing of public authorities.

It appears that the analysis of experience in development of the principle of professionalism of civil servants in the public human resources policy in the Russian Federation will be valuable for understanding the ongoing processes not only for the human resources management practices in the civil service sector of Russia, but also in other countries.

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