

ASSESSMENT OF PROFESSIONAL PERFORMANCE AND MOTIVATION OF CIVIL SERVANTS IN UKRAINE: THE EUROPEAN INTEGRATION DIMENSION (BASED ON THE EXPERIENCE OF POLAND)

Oleksandr Shevchenko¹, Oleksiy Testoyedov²

¹Postgraduate Student at the Department of Public Administration and Customs Administration, University of Customs and Finance, Dnipro, Ukraine, e-mail: caezaris@gmail.com, ORCID: <https://orcid.org/0009-0008-6533-4251>

²Postgraduate Student at the Department of Public Administration and Customs Administration, University of Customs and Finance, Dnipro, Ukraine, e-mail: testoedov@me.com, ORCID: <https://orcid.org/0009-0007-1808-5275>

Citation:

Shevchenko, O., & Testoyedov, O. (2023). Assessment of professional performance and motivation of civil servants in Ukraine: the european integration dimension (based on the experience of Poland). *Public Administration and Law Review*, (4), 11–17. <https://doi.org/10.36690/2674-5216-2023-4-11-17>

Received: November 28, 2023

Approved: December 29, 2023

Published: December 30, 2023



This article is an open access article distributed under the terms and conditions of the [Creative Commons Attribution \(CC BY-NC 4.0\) license](https://creativecommons.org/licenses/by-nc/4.0/)



Abstract. Despite the significance of scientific developments of researchers who have studied various components of the evaluation of the professional performance of public servants in accordance with the tasks and topics of their own research, the problem of evaluating the professional performance of public servants in the context of modern changes in the legal framework for conducting various evaluation procedures (competitive selection, annual performance evaluation of public servants) and increasing requirements for the professional competence of public servants in the European integration context. The purpose of the study is to substantiate the theoretical provisions of the evaluation of professional performance of public servants with regard to the European integration experience. To achieve mentioned goal, the authors used general scientific and special methods of theoretical and empirical research such as a review of the scientific literature on the topic of the study, terminological and statistical analysis, and the method of comparative analysis and synthesis. The article outlining the importance of studying the issue of assessing the professional performance of public servants in the European integration period for Ukraine. The authors' analyzes the scientific research on the topic. It is determined that the importance of solving the problem of evaluation is confirmed by the low number of legal acts. The article examines the experience of the Republic of Poland in organizing civil service within the framework of European integration processes. The study found that, in addition to assessing the performance of employees, the state should also guarantee fair and equitable remuneration for professional activities. The most important factor in professional activity is motivation of civil servants, which is a performance-based incentive that engages employees in effective work to achieve the enterprise's goals and their social benefit by meeting the needs, values, and requests of each employee individually. Creating the right incentive environment is typically a strategic task for an organization. It is the motivation of civil servants that forms a stable, holistic system of values and interests. The article identifies a number of factors that impede the European integration of Ukraine's public sector. The results of the study provide recommendations for improving the assessment and motivation of professional activities of Ukrainian public servants.

Keywords: public servants; professional activity; assessment; motivation; remuneration; European integration.

JEL Classification H75

Formulas: 0; **fig.:** 0; **table:** 0; **bibl.:** 8

Introduction. The public demand for a scientific solution to the problem of building a system of highly efficient and professional public service in Ukraine, the functioning of which would be aimed at ensuring the implementation of the country's state policy objectives, is constantly growing in view of the processes of forming a service state, developing public administration, increasing the role and activity of civil society institutions. The main purpose of the professional activity of public servants in the field of education, which is currently undergoing transformational changes and requires the availability of appropriate professional competencies and business qualities, is to implement the tasks and functions of educational policy, to ensure conditions for creating a quality educational environment at the appropriate level of the education system. Within such circumstances, the problem of evaluating the results of civil servants' professional activities in general while taking into account the specifics of the relevant field of activity becomes particularly relevant [1].

Domestic and foreign experience in building a procedure for evaluating the results of professional activities of public servants shows that shortcomings in its implementation negatively affect the results of the functioning of public authorities, impair the motivation of public servants to perform their professional duties efficiently and do not contribute to their professional self-improvement. The relevance of this problem is confirmed by the assessments of European experts of the SIGMA program, according to which the typical shortcomings of the public service in Ukraine, as a post-socialist country, are related to the procedures of selection, appointment and promotion in the public service; evaluation of the work of public servants and remuneration of their work, which are subjective and depend on the opinion of the manager due to the lack of standards and regulations that would allow an objective assessment of the results of the professional activities of a public servant, respectively [2, p.45].

Aims. The purpose of the study is to substantiate the theoretical provisions of the evaluation of professional performance of public servants with regard to the European integration experience.

Methodology. To achieve mentioned goal, the authors used general scientific and special methods of theoretical and empirical research such as a review of the scientific literature on the topic of the study, terminological and statistical analysis, and the method of comparative analysis and synthesis.

Results. An assortment of legal acts, including the Strategic Action Plan for 2021 – 2023, the Law of Ukraine "On Civil Service," which attempted to establish various models of appraisals of civil servants in 2017, and other documents, confirm the importance of resolving the evaluation problem. Evaluation of professional performance constitutes one of the most challenging matters in personnel management theory in general, and in the public sector in particular. However, the limitation of the possibilities of applying a wide range of modern methods of personnel performance evaluation in the public service system is due to the objective complexity of the processes of developing the necessary tools, accounting and processing of numerous individual and group indicators characterizing such performance, as well as significant legal regulation and accountability of public servants [1].

The professional activity of public servants has certain peculiarities, which are caused by the influence of various factors (political and legal, financial, economic, social, personnel), the specifics of the system of the respective level and sectoral focus as the object of their managerial influence, changes in the conceptual foundations of state policy in the respective area and functions of professional activity of public servants, as well as the processes of decentralization of power and reform of governance bodies at the local level. It is critical to point out that only public-sector workers on indefinite-term arrangements are eligible for periodic assessment. Personnel in management positions in the public sector and employees on fixed-term contracts (*Oceny pracownicze*) are not subject to evaluation on a regular basis [3].

An important aspect of this study is to determine the specifics of the evaluation of the professional performance of public servants in Poland. Therefore, I would like to note that the purpose of performance appraisal in the public service in Poland is primarily to evaluate the performance of public servants [3]:

- increasing efficiency and improving the quality of work;
- improving the efficiency of work; providing information to employees about their work;
- fostering the level of motivation and stimulating commitment;
- providing managers and supervisors with information that allows them to make rational personnel decisions;
- obtaining information about the employee's achievements, skills and development needs;
- drawing up a half of an individual development program;
- a source of sufficient information to develop a schedule plan.

In accordance with the provisions of the Polish law, the periodic appraisal is prepared by the line manager. The evaluation process, which ends with a written evaluation, is his/her sole responsibility. The periodic appraisal concerns how the appraised person performs his/her duties arising from the job description: Article 81 para. 3 of the Civil Service Act (*Rozporządzenie Ministra Rolnictwa i Rozwoju Wsi*). The provisions of the Civil Service Law set a fixed period for the periodic evaluation. As a rule, it is carried out every 24 months, starting from the date of completion of the previous periodic evaluation or from the date of employment for an indefinite period.

However, the Law regulates issues related to the possibility of conducting a periodic evaluation within a period other than twenty-four months. The following legislative acts specify certain conditions that necessitate a change in the date of the periodic evaluation [4]:

- in case of a change of employment associated with a significant change in the scope of duties, provided that more than 6 months have passed since the date of the last periodic evaluation, as well as in the case of persons being evaluated for the first time, if the period to be evaluated is more than 6 months;
- the 24-month period is extended for the duration of the evaluated person's justified absence from work that lasts more than a month.

– if a periodic evaluation is negative, the evaluated person is subject to re-evaluation 6 months after the date of familiarization with the evaluation (Oceny pracownicze).

The provisions of the Polish Civil Service Act also give the direct supervisor the opportunity - without being obliged to do so - to decide to change the date of the periodic evaluation [4]:

1. Article 81 para. 4 of the Law on Civil Service (Rozporządzenie Ministra Rolnictwa i Rozwoju Wsi, 2007);

2. Article 81 para. 6 of the Act on Civil Service (Rozporządzenie Ministra Rolnictwa i Rozwoju Wsi, 2007);

3. Article 81 para. 7 of the Act on Civil Service (Rozporządzenie Ministra Rolnictwa i Rozwoju Wsi, 2007);

4. Article 81 para. 9 of the Act on Civil Service Civil Service Act (Rozporządzenie Ministra Rolnictwa i Rozwoju Wsi, 2007);

5. Article 81 para. 8 of the Act on Civil Service Civil Service Act (Rozporządzenie Ministra Rolnictwa i Rozwoju Wsi, 2007).

The 24 - month period is the time from the date of one periodic assessment to the date of the next assessment. In the case of a periodic assessment for the first time, this period should be counted from the date of employment for an indefinite period (Oceny pracownicze). The experience of neighboring Poland is important, as Poland is a member of the EU, and European integration is currently one of the priorities for Ukraine. European integration poses a number of challenges to the public service in Ukraine, so the most important factors that could potentially affect the implementation of this direction were identified [5]:

– unreadiness (both moral and professional) of public servants to introduce changes in their job responsibilities, which is associated with the processes of European integration of public administration, in particular in the field of education, strengthening the autonomy of educational institutions, etc;

– human resources (management) - psychological aspect: failure to perceive the importance of personal responsibility of the manager for his/her subordinates, unwillingness to accept innovations as such; lack of evaluation competencies, lack of knowledge of evaluation methods, staff turnover;

– lack of adaptation of civil servants to work according to clear criteria;

– fear of not meeting the new evaluation requirements.

Additionally, there are several fields where the system for evaluating the professional performance of civil servants in the European integration direction could be improved. In particular, proper data and consultative support for the preparation for the implementation of an updated assessment approach, its instructional and methodological support, and relevant training are required. It is critical for expanding awareness of the duties assigned to managers for human resources administration and to engage employees in meaningful dialogue about their plans and performance. It is also necessary to conduct awareness-raising activities about the assessment's main purpose and methodology, as well as the system of final examinations. It is essential to include a reflective component of the evaluation, which will include a discussion of

opportunities for personal professional development as well as the civil servant's contribution to achieving the agency's goals and ensuring the public's satisfaction with the body's results.

Based on the analysis of the performance of civil servants, an assessment is made of the degree to which the specialist is suitable for the position. Since most public authorities employ highly qualified employees, the problem of fair remuneration for effective work arises. In order for a civil servant to successfully implement their knowledge, skills and abilities in their professional activities, they must have a sufficient level of motivation [6, p. 47].

An objective assessment tied to the motivation system encourages staff to work more efficiently and strive for professional development. In fact, the objective evaluation of a civil servant is one of the main motivational factors. It is the motivation of civil servants that forms a stable, holistic system of values and interests. This system determines the need for conscious self-education, acquisition of new professional knowledge and skills, i.e. mastering and developing competencies that will allow civil servants to meet the requirements of the times [7, p. 90].

Since the needs of civil servants are constantly changing, as they are formed in accordance with the development and professional growth, values in society and a particular situation. One of the ways to solve these problems is to develop a personalized motivation system that can more effectively stimulate the performance of tasks based on the personal expectations of the performer and the nature of the task. The EU experience shows that social justice and solidarity are essential prerequisites for social consensus. European schools of management determine that the most optimal motivational model, compared to the economic doctrines known in history, is a harmonious, flexible combination of direct labor incentives and social guarantees. This model simultaneously ensures both economic well-being and the fulfillment of social guarantees by the state.

Discussion. The Polish model of labor motivation is based on the interests of employees as free people. In Poland, the main emphasis is placed on promotion in the civil service, and a system of career growth based on the results achieved is used. It should not be overlooked that motivation for professional self-realization occurs at the stage of training of future specialists. Such programs involve the transfer of relevant knowledge and experience, the formation of a certain way of thinking and behavior of employees of the appropriate rank, the prestige of the profession and its effectiveness. As a rule, the duration of civil servants' training and internships involve a rather long period of time spent on studying real-world practice. The civil service system has a flexible system of remuneration, the level of which depends on the length of service, based on a regressive principle and provides for bonuses based on the performance of public authorities. The level of salary is influenced by such factors as the level of education, the level of qualification of the civil servant and the territorial location of the country. The salary structure of a Polish civil servant includes [8, p. 150; 153]:

1. Salary, which makes up 85% of the total income (average 2200 PLN);
2. Supplement established for each rank depending on marital status and the number of children in the family (average 500 PLN);

3. Ministerial allowance (average 300 PLN);
4. Christmas bonuses in the amount of the monthly salary;
5. Vacation pay depending on the marital status of the civil servant;
6. Civil servants who work on holidays, weekends, or at night for more than 5 days a week may receive up to 8 days of additional paid vacation;
7. Payment of up to 50% of medical expenses. At the same time, civil servants pay the remaining 50% of medical expenses on their own or at the expense of an insurance company.

In most Polish government bodies, the main type of non-financial motivation is a social package for employees, i.e. social insurance. It includes pension insurance for disability, old age, and death (19,3%); health insurance (13 to 14%); nursing care insurance (1,7%); and accident insurance (approximately 1%).

Conclusion. Based on the analysis of scientific works by domestic researchers and the experience of the Republic of Poland, the article identifies the peculiarities of evaluating the professional performance of public servants. This will allow forming a scientific and methodological basis for further research. It is found that personnel evaluation is one of the most difficult problems of management in general and in the public service in particular. However, evaluation is one of the most effective ways to improve the efficiency and effectiveness of public authorities and the performance of each public servant.

Motivation of civil servants is the most important factor in professional activity and is a performance-based incentive that engages employees in effective work to achieve the goals of the enterprise and their social benefit by meeting the needs, values and requests of each employee individually. As a rule, building the right incentive environment is a strategic task for an organization. The experience of Poland will help to form a proper system of labor motivation for the civil service of Ukraine, avoid many shortcomings and identify possible problems in advance.

Author contributions. The authors contributed equally.

Disclosure statement. The authors do not have any conflict of interest.

References:

1. Shevchenko O.O., Kovalev V.G. (2023). Otsiniuvannia rezultativ roboty derzhavnykh sluzhbovtstv mytnykh orhaniv na osnovi systemy kliuchovykh pokaznyky efektyvnosti [Evaluation of the performance of customs officials based on a system of key performance indicators]. *Problemy suchasnykh transformatsii. Serii: pravo, publichne upravlinnia ta administruvannia.* (10). <https://doi.org/10.54929/2786-5746-2023-10-02-04> [in Ukrainian]
2. Korczak J. Koncepcja służby publicznej w polskim prawie urzędniczym, in *Kryzys, stagnacja, renesans? Prawo administracyjne przyszłości [The concept of public service in Polish civil service law, in crisis, stagnation, renaissance? Administrative law of the future]*. Professor Jacek Jagielski's jubilee book, ed. M. Wierzbowski, J. Piecha, P. Gołaszewski, M. Cherka, Warszawa, 2021, p. 585. [in Polish]
3. Kozłowski J.R. (2020). Służba cywilna dziś i jutro. Kluczowe problemy i propozycje rozwiązań [The civil service today and tomorrow. Key problems and proposed solutions]. URL: <https://www.batory.org.pl/wp-content/uploads/2020/09/Sluzba-cywilna-dzis-i-jutro.pdf> [in Polish]
4. Rozporządzenie Ministra Rolnictwa i Rozwoju Wsi z dnia 21 grudnia 2007 r. uchylające niektóre rozporządzenia w sprawie wymagań weterynaryjnych dla produktów pochodzenia zwierzęcego: Rozporządzenie of 21.12.2007 no. Dziennik Ustaw 2008 nr 2 poz. 5 [Ordinance of the Minister of Agriculture and Rural Development of 21 December 2007 repealing certain ordinances on veterinary requirements for products of animal origin: Ordinance of 21.12.2007 no. Journal of Laws 2008 No. 2 item 5]. URL: <https://isap.sejm.gov.pl/isap.nsf/DocDetails.xsp?id=WDU20080020005> [in Polish]
5. Oceny pracownicze – Serwis Służby Cywilnej [Staff performance appraisals – Civil Service]. Portal Gov.pl. Serwis Służby Cywilnej. URL: <https://www.gov.pl/web/sluzbacywilna/oceny-pracownicze> [in Polish]

6. Kovalov V.G., Krytenko O.O., Totska. T.S (2022). Mekhanizmy motyvatsii derzhavnykh sluzhbovtziv [Mechanisms for motivating civil servants]. Publichne upravlinnia ta mytne administruvannia. № 1 (32). 46 – 52 <https://doi.org/10.32836/2310-9653-2022-1.9> [in Ukrainian]
7. Kovalov V.G., Testoyedov O. A. (2022). Rozrobka personalizovanoi systemy motyvatsii pratsi dlia derzhavnykh sluzhbovtziv [Development of a personalized work motivation system for state employees]. Publichne upravlinnia ta mytne administruvannia. № 3 (38). 89 – 94. <https://doi.org/10.32782/2310-9653-2023-3.13> [in Ukrainian]
8. Moron D., (2023). Wynagradzanie czlonków korpusu sluzby cywilnej [Remuneration of the civil servise corps members]. Studia Iuridica XCII. 92. 145 – 163. <https://doi.org/10.31338/2544-3135.si.2022-92.9> [in Polish]