

INVESTIGATION OF THE SPECIFIC FEATURES OF CHANGE MANAGEMENT IN STATE CIVIL SERVICE ORGANIZATION

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ABSTRACT

In ongoing research on issues of public service, the idea of using organizational change in the civil service is more and more clearly formulated.

Based on the methodology of Bourdieu, the authors studied the established patterns of consciousness and behavior of officials (doxa), as well as trends in the rethinking of (changes in) their well-established content of values (heterodoxy).

The authors attempt to analyze the changes in organizations of public service and to understand how the studied situation is comprehended by civil servants. In order to study the subject it was necessary to turn to the micro level to include in the focus of analysis the everyday practice of the organization's employees, their life experience and value orientation.

To study doxa, or the existing value orientations of civil servants, a research was conducted using the questionnaire by M. Rokich system. According to the method of M. Rokich, two types of values were allocated: terminal and instrumental. Values were merged into a collective notion of doxa, which becomes a research tool of rooted samples of consciousness and behavior.

The main research interest was caused by the differences in the groups of public servants according to the distribution of instrumental and terminal values.

On the basis of this research the conclusion has been done about the exhibiting of heterodoxy, that is, a critical attitude to the existing doxa, about the degree of awareness by public officials of new values, new patterns of behavior, thinking and perception.

The information, obtained by the authors in the study, shows that for the success of change management in organizations of the state service it is necessary to develop special methods of informing employees about the nature and inevitability of introduced innovations and their involvement in the change process, train and develop the younger generation of public servants, to take seriously additional vocational training and retraining.

Key Words: *Organizational Change Management, Civil Service, Professionalism, Value Orientations, Terminal Values, Instrumental Values, Doxa, Heterodoxy*

INTRODUCTION

The subject of the proposed research is organizational changes within the state civil service. Undoubtedly, the state civil service is a kind of social organization and like any organization in the process of its operating, must develop, implement new technologies, master programs and mechanisms of development, and develop a system for the upcoming changes.

In order to detect specific of changes in the organizations of state service and to understand how the studied situation is comprehended by its participants, it is necessary to turn to the micro level to include in the focus of analysis the everyday practice of the organization's employees, their life experience and value orientation. (Caira, 2016) Our methodological position is based on the recognition that the individuals themselves create and change the world around them. That is why the study of organizational changes in the state service means the study not only structural changes of the state administration system, but also an active role in its changing of the agents of this system themselves. (Burnes and Jackson, 2011)

METHODOLOGY

To describe the relationship between the everyday experience of individuals and contexts that define it, we use the theory of social praxeology by P. Bourdieu, and introduce special concepts of doxa and heterodoxy (Bourdieu, 1975). "Doxa", in the understanding of Bourdieu, is what is accepted by everyone, and is taken for granted. It is possible to understand 'doxa' as socially accepted, welcomed by everybody "subtext" about how a social world exists. For example, considering the state civil service, we often perceive it as something obvious, as a universal and absolutized Institute. For institute of state civil service in a number of different properties are inherent, that are perceived as self-evident, for example, the value of stability, government support for the administrative resource, but not for the initiative from downwards, social security, image of the public service and benefits for belonging to it. Using the approach of Bourdieu, we will try to examine the "doxa" of public service attentively and try to see what is behind it, what it allows and what it consists of. (Bourdieu, 2005)

The Bourdieu approach is based on the fact that doxa includes the processes of the everyday world, and it is opened for changes. At the moment when the "doxa" ceases to be perceived as something natural, alternative to the "doxa" is formulated. Bourdieu calls this situation "heterodoxy". The heterodoxy is a manifestation of disagreement with prevailing ideas about how the life should be arranged, that is "doxa". The emergence of heterodoxy means that the "doxa" began to be discussed, analyzed, and can be rejected. For Bourdieu, the heterodoxy is a sign of the awakening of human consciousness.

Thus, in the context of the review of public administration, the heterodoxy is the moment of awareness by the state civil service itself and its agents of necessary changes. The process, by which the organization will begin the implementation of changes, is a change of doxa to heterodoxy. The heterodoxy involves changing of old values and norms, and, it is obvious, that for any organizational changes new legal instruments, motives, values and goals, ways of functioning are needed.

Based on the ideas of Bourdieu, we can say that at the moment it is necessary to create "heterodoxia" for getting changes and their adoption by the agents, i.e. the consciousness of new values, new patterns of behavior, thinking and perception. (Fram, 2005)

Based on the methodology of Bourdieu we will study the established patterns of consciousness and behavior of Russian officials (doxa), as well as trends in the rethinking of (changes in) their well-established content of values (heterodoxy). We proceed from the assumption that the change in the outlook of government servants, in the system of value orientations and their behavioural samples is a major component of transformation of the whole institute of the public service, happening in our days. In order to understand what makes people accept or resist the change, you need to understand the values and experience of the individual or group.

THE STUDY

A special feature of our study is that in the procedure of the study civil servants, with different work experience in the public service were involved. The data obtained will help to answer the question: what are the specifics of doxa of employees in the state civil service for more than 7-10 years, and what are the ideas about the values of public service junior professionals, whose experience is less than 3 years?

The respondents were represented by two groups:

1. group A: the state servants of the level of the main posts of civil service of the Republic of Tatarstan, whose experience ranged from 7 to 10 years (N=72, 2015.);
2. group B: public servants of the level of Junior posts in the ministries and departments of the Republic of Tatarstan, whose experience ranges from 1 to 3 years (N=69, 2015).

To study doxa, or the existing value orientations of civil servants, a study was conducted using the questionnaire by M. Rokich system. According to the method of M. Rokicha, there are two types of values: terminal and instrumental. Terminal values are the belief that certain of the ultimate goals of individual existence from personal and social points of view deserve to be striving for. Instrumental values are beliefs that certain courses of action, such as honesty, rationality, are preferable in all situations from personal and social points of view.

In our study, we believe that an important component of doxa are relevant to the values of public servants, and their study is intended to show what is doxa for the civil servants at the moment. We will look for manifestations of characteristics of doxa both in terminal and instrumental values.

THE RESULTS OF THE STUDY

Terminal Values

The results of the survey at the level of terminal values (table 1), indicate that the most important in group A is "material security" (13), however, pay attention to the results of Russian sociological studies that show that any changes in pay for staff is becoming not motivating after two or three months, because the effect of habituation to income occurs.

In contrast to the responses of group A, in group B the highest score was given to several categories of values: "interesting work" (9), and "life wisdom" (9). Just at this stage, visible differences in the basic components of the doxa are evident. The emphasis should be done on what the least importance at this level of the ideals in both groups have values such as "beauty of nature and art" (0), "love" (0), "the availability of good and true friends" (0).

Table 1
THE RESULTS OF THE ANALYSIS OF THE SURVEY OF STATE SERVANTS OF GROUPS A AND B
ON THE FORMATION OF TERMINAL VALUES

The list of values	Group A	Group B
The active life (completeness and emotional richness of life)	6	4
Life wisdom (maturity of judgment and common sense achieved in life experience)	9	9
Health (physical and mental)	2	0
Interesting work	7	9
The beauty of nature and art (the experience of the beauty in nature and art)	0	0
Love (spiritual and physical intimacy with a loved one)	0	0
The material provided life (lack of financial difficulties)	13	7
The availability of good and true friends	0	0
Public respect (respect from others, team mates at work)	10	4
Cognition (the ability to expand their education, outlook and general culture, intellectual development)	5	6
Productive life (maximum use of their capabilities, powers and abilities)	5	5
Development (work, permanent physical and spiritual perfection)	8	6
Entertainment (pleasant, easy pastime, no responsibilities)	0	0
Freedom (autonomy, independence in judgments and actions)	1	2
A happy family life	0	0
The happiness of others (welfare, development and improvement of other people, all people, humanity in general)	2	5
Creativity (ability of creative activity)		
Self-confidence (internal harmony, freedom from internal inconsistencies, doubts)		

As can be seen from table 1, the differences in the answers of respondents from both groups are highly significant. The value of "social recognition" is the most popular choice of group A (10), whereas in group B this value was allocated only by 4 people.

Such values, as "confidence", young professionals showed higher scores (6), and the value of "productive life" in both groups of respondents is equally at the middle level (5), indicating the installation for a partial realization of their capabilities, efforts and abilities in professional activities.

It should be emphasized the parameters of value "happiness". Among civil servants of group A this value has a low score (2), while in group B "the happiness of others" is at the level (5). And this, as we believe, is due to the fact that the officials, having long experience, in fact, are not as interested in the welfare, development and improvement of other people, all people, and humanity as a whole. This fact deserves special attention. We must transform the minds of such officials; focus them on more openness in relation to society.

Certain divergence in value orientations of the two groups is detected in the distribution of responses on creativity. For civil servants of group A this value was quite low (3), while in group B the score is higher (6). This, in our opinion, can be explained by the specifics of the legislative-bureaucratic nature of the activities of senior public servants, while the youth demonstrates the desire of self-realization at work as creative individuals.

The findings of this study confirm that service at governmental bodies for the more experienced part of the bureaucracy is a value in the format of "personal welfare" and "public recognition". And young professionals see in it the possibility of realization, above all, their creative potential, having an interesting job and service to the society as a whole. At this stage of the study a significant difference in the terminal values of these groups of respondents was

revealed: the predominance of the material component doxa from group A, while respondents of group B prefer other values and have other priorities.

Instrumental Values

Next, we consider the instrumental values, which are essentially the tools/resources to achieve career goals.

The analysis of the responses reveals the following hierarchy of instrumental values, according to reducing their significance (table 2).

Table 2
THE RESULTS OF THE ANALYSIS OF THE SURVEY OF STATE SERVANTS OF GROUP A AND GROUP B ON THE FORMATION OF INSTRUMENTAL VALUES

The list of values	Group A	Group B
Responsibility (sense of duty, ability to keep his word)	12	7
Efficiency in business (diligence, productivity in work)	11	7
Rationalism (the ability to think sensibly and logically, make sound, rational decisions)	10	5
Education (broad knowledge, high general culture)	9	8
Diligence (discipline)	8	7
Strong will (ability to insist on, not to retreat before difficulties)	7	6
Mindedness (the ability to understand someone else's point of view, respect other tastes, customs, habits)	5	4
Self-control (restraint, self-discipline)	4	6
Honesty (truthfulness, sincerity)	3	4
Sensitivity (caring)	2	0
Courage in insisting on personal opinion, views	1	4
High demands (high requirements to life and high claims)	0	1
Neatness (cleanliness), ability to keep things in order, order in affairs	0	3
Politeness (good manners)	0	3
Independence (ability to act independently, resolutely)	0	0
Cheerfulness (sense of humor)	0	1
Tolerance (the views and opinions of others, ability to forgive others their mistakes and errors)	0	3
The intransigence of the disadvantages in yourself and others	0	0

Attention is paid on very high results on such instrumental values as "responsibility" (12 and 7) and "efficiency in affairs" (11 and 7) found among all respondents in both groups. Significantly are represented such values as "diligence" (8 and 7) and "education" (9 and 8), which is, in our view, correct, because these values can be called a basic. The above mentioned results clearly show that these two values depend on career growth of a professional, as well as his job satisfaction and so on.

At the same time, such values as "self-control", "honesty", "accuracy", have relatively low levels in group A and slightly higher in group B (4 and 6 respectively). And the values of "high standards", "independence", generally have a single and zero results, and can be interpreted as neglect of these norms and principles in the process of achieving goals.

Main research interest was caused by the differences in both groups in the distribution of such instrumental values as "courage in defending their opinions and views" (1 and 4

respectively), and “tolerance of views” and opinions of others (0 and 3), “the ability to forgive others their mistakes and errors” (0 and 3). As you can see, these parameters in group B are higher than that for experienced officials; they clearly fix the problem: for the last tolerance is of no value, they tend not to respect people who do not adhere to common positions, and are not focused on defending their views in disputes with superiors. These results can be associated with the passage by the group A members of the various complex situations during the job practise that influenced the formation of their value orientations (doxa). State employees in a group are of great interest, especially in the attainment of material values which can be provided for them by job, they focus on social security and high status.

RESULTS

The results of our study, according to the method of M. Rokich, allow to draw a general conclusion on the completeness for the more experienced officials of the system of values (doxa), primarily in the format of “personal welfare” and “public recognition” and the guidance of professional identity, based more on the value of “discipline” than “creativity”. The result obtained for group A can be linked with a lot of experience of this group of respondents, which influence the values system of civil servants, with work experience from 7 to 10 years.

According to our research methodology by M. Rokich, especially in B group, i.e. among young professionals, it is possible to detect a trend to rethinking the existing values of the samples of public service, as well as the content of the required competencies. The younger generation could be described as more independent and socially responsible and focused on achievement (personal success through demonstrated competence according to social standards). The youth is a potential expression of heterodoxy in the public service, by which we mean the manifestation of disagreement with established ideas about its mission and values, i.e. doxa. The appearance of a critical discourse, the emergence of various interpretations shows the formation of the heterodoxy. This is what we perceive in the estimates of young officials; moreover, we can see an updated version of the mission of public service, and them themselves – as potential agents of changes who can bring the very state structure to a new level.

CONCLUSION

The information above convince that for the successful policy of changes in state service organizations special technologies of informing employers on the essence and inevitability of new changes and involving them to this process should be elaborated. It is important to teach and develop young generation of officials, to form among them the motivation for further education and retraining.

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