



The Systematic Analysis of Scientific and Practical Approaches Based on Competencies in the System of State Management

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Abstract

In this article, in the context of a systematic analysis of scientific and practical approaches to the development of management competencies in the context of the activation of transformational processes in the state administration system, the fundamental concepts and structural structure of competencies were clarified, as well as the author's approach to these issues, structural problems, and risks. In addition, proposals and recommendations for enhancing the management skills of government employees have been made.

Keywords: *Systematic Analysis; State Management; Public Administration; Civil Servants; Competency; Strategic Thinking; Management Skills; Fundamental Concepts; Transformational Processes; Structural Problems*

Introduction

The systematic reforms implemented in the Republic of Uzbekistan in the sphere of public services include a significant emphasis on enhancing the management skills of public servants. It is necessary to acknowledge that the effectiveness of public administration depends in part on the professional skills and personal values of civil servants. Modern conditions, which are characterized by rapid change and ever-increasing societal demand, the imposition of new and complex tasks on public administration bodies, and the need to introduce effective and innovative methods of their implementation necessitate that civil servants have superior professional skills and engage in ongoing professional development.

Taking these features into consideration, the article presents the following issues based on the analysis of scientific and practical sources on the competencies of civil servants, as well as the proposals and recommendations developed in connection with them: First, the formation of the author's approach by researching the scientific essence of the civil servant's competencies; second, the development of proposals for their improvement based on an analysis of the structural structure of the management competencies of civil servants; and third, the development of practical recommendations for assessing the civil servant's competencies.

Literature Review and Methodology

Although research on the organization of a management system based on competencies has been conducted for many years, and there is a consensus among scientific and practical sources regarding the practical significance of competencies, generally accepted descriptions of the key concepts and terms have not yet been developed. The classification of the term competence is indicative of this circumstance. The English equivalents of the term competence are “competence” and “competency” [1]. However, a number of scientific and practical sources demonstrate that their interpretations diverge significantly. In particular, the Chartered Institute of Personnel and Development’s newsletter “Competence and Competence Frameworks” states: “... the concepts of competence and competency encompass concrete results of activity and behavioral factors. They may refer to a particular system or minimum requirements for organizing effective activities. Competency framework is a structure that defines the specific acquired competence (such as problem-solving or personnel management) that is required for employees of an organization or its structural element. According to the CIPD methodology, the term competence is only used when referring to professional standards (i.e. a results-oriented approach). In all other instances, competency is used” [2].

The Organization for Economic Co-operation and Development (OECD) acknowledges in its publication “Managing Competencies in Government: State of the Art Practices and Issues at Stake for the Future” that “... there is terminological inconsistency in the management of competencies. This inconsistency is the consequence of different approaches to competence in the United States and the United Kingdom. In the British approach to competence, the term competence (competencies) is used to express standards pertaining to professional activity. Professional competence is defined as the ability to effectively apply knowledge, comprehension, practical skills, and critical thinking in accordance with the standards established by the employer. It also includes the ability to adapt to altering conditions and solve problems. The use of the competency theme in the United States is connected to the late 1960s development of social sociology. The American approach to competence emphasizes the necessity of differentiating individual behavior that produces tangible outcomes from ordinary behavior. The distinction between American and British approaches can be characterized by differences in labor productivity and performance standards” [3].

Table 1. The interpretation of the concept of competence [4]

Authors	Concept
Boyatzis [5]	The primary attribute of an individual that guarantees efficient and fruitful work is professional competence, encompassing factors such as motivation, skills, social role, and knowledge base.
Sparrow [6]	Competence refers to a consistent behavioral pattern exhibited by individuals, which plays a pivotal role in determining their level of productivity and serves as a distinguishing factor between individuals who excel and those who operate at an average level.
Spencer and others [7]	Competence refers to a collection of reasons, qualities, personality evaluations, attitudes or values, and cognitive capabilities. It is an individual attribute that can be accurately quantified or assessed, serving as a differentiating factor between high-performing individuals and those who operate at an average level.
Van Beirendonck [8]	Competence refers to the discernible and applicable knowledge that facilitates the proficient execution of particular activities or duties.
Woodruffe [9]	Competence is a set of actions necessary to fulfill one’s authority and obligations.

Several sources employ the terms core and core competencies. In this instance, the primary competence relates to the process of creating new value, and the primary competencies refer to the accumulation of pertinent skills and experience as a result of deliberate actions [10].

According to the Law of the Republic of Uzbekistan “On State Civil Service” enacted on August 8, 2022 LRU–788: “The professional competence of a state civil servant is a set of knowledge, skills, and abilities necessary for the proper implementation of the powers of a state body” [11]. According to the National Encyclopedia of Uzbekistan, “Competence (lat. *competo*–I am achieving, I am worthy, I am worthy)–the range of powers, rights, and responsibilities of a specific state body (local self–government body) or an official as defined by law, charter, or other documents; knowledge, experience in a particular field” [12].

According to the article “Specific Aspects of Management Competencies of Managerial Personnel in the State Service” by Z.A. Rafikova, “competence is the ability to successfully apply the knowledge, skills, and personal qualities acquired in a particular educational field or specialty at work”. “... when we discuss the issue of competence in the civil service of the state, it is closely related to the knowledge, skills, and skills of civil servants in their field and their application in practice, in the words of our esteemed president, that they are vaccinated with the “honesty vaccine”” [13] concluded the scientist. The article titled “Actual issues of personnel reserve formation in the State Civil Service System” by E.N. Sattorov defines competencies as the combination of skills, knowledge, and experience required for the effective completion of designated tasks [14].

The aforementioned approaches and interpretations share a number of characteristics, which can be categorized as follows: first, the competencies of civil servants are related to the effective performance of their functional tasks; secondly, it provides an opportunity to assess the level of organization of the competences of civil servants, the possibilities of fulfilling their powers and obligations, and their quality; thirdly, competences arise as a result of the implementation of a system; and fourthly, competences emerge as a result of the implementation of a system.

Results and Discussions

It is imperative to acknowledge that the Republic of Uzbekistan is now undertaking substantial initiatives in the realm of enhancing the skill sets of its civil officials. The main directions of their activities are outlined in various regulatory and legal documents, including the Development Strategy of New Uzbekistan for the period 2022–2026, which was officially approved by the Decree of the President of the Republic of Uzbekistan on January 28, 2022, under the reference number PD–60. Additionally, the President’s Decree No. PD–3755, issued on May 30, 2018, focuses on the establishment of a modern system for the competitive selection of promising management personnel. Furthermore, the importance of enhancing personnel policy and the state civil service system in the Republic of Uzbekistan is emphasized in the Decree PD–5843 of October 3, 2019. These directions are further reinforced by decisions and decrees, such as the Decree PD–4472, which pertains to the organization of activities of the State Service Development Agency under the President of the Republic of Uzbekistan. One of the primary objectives of the continuing reforms is to assure the alignment of these changes with the scientific methodologies acknowledged in the advanced global practices concerning the establishment and execution of the civil employees’ competency framework.

To form an author’s perspective on the scientific nature of the competencies of public servants, we believe it is necessary to examine the approaches to the competence’s structural construction. According to the “Case Study on the Implementation of Competency Framework for Senior Management” developed by the United Nations Development Program, the following competencies are necessary for civil servants:

1. Leadership. Capability to define an effective development strategy, create methods, opportunities, and tools to implement and communicate the strategy to employees, make and accept responsibility for decisions, and make and communicate decisions;
2. Ensuring the result of the activity. The capacity to organize activities at all levels of the

- organization in accordance with the work plan, to assign tasks based on available resources and priorities, and to monitor the achievement of objectives in accordance with established deadlines;
3. Cooperation. Capability to establish and strengthen relationships with internal and external partners at all levels, to regard diverse opinions and considerations with respect and care, to promote collaborative activities, and to develop feedback systems;
 4. Communicativeness. The capacity to articulate thoughts and opinions in a manner consistent with predetermined objectives, and to organize information based on credible evidence;
 5. Pursuit of innovation. Utilization of new techniques, implementation of best practices and innovative ideas, and employee motivation to organize activities using modern technologies.

In Great Britain, the requirements for the competencies of civil servants are “Civil Service” expressed in the Competency Framework [16]. According to this regulatory document, the main competencies of civil servants are as follows:

1. International cooperation. Effective performance in this area is measured by international leadership, staff, and international partner engagement to attain UK government-set goals, and service to the British people;
2. Ensuring stability. To ensure the international stability of the British people, to adapt to work in complex and conflicting international situations, to safeguard against crisis and failure, and to increase opportunities;
3. Understanding the general situation. Understanding the general situation enables the public servant to determine whether it is compatible with the organization’s and society’s objectives;
4. Adapting to changes and striving for renewal. Civil servants should evaluate what has improved and what has remained the same in order to draw the appropriate conclusions;
5. Making effective decisions. Effective decision-making requires logic, trustworthy data, expert judgment, scientific research, and professional experience;
6. Leadership and communication. In this profession, efficiency is demonstrated by prioritizing the interests of society, adhering to the principles of justice, and protecting the reputation of the public service.

The “Methodological guide on establishing qualification requirements for appointment to positions in the civil service of the Russian Federation” [17] created by the Ministry of Labor and Social Protection of the Russian Federation outlines the administrative and professional competencies of civil servants as follows: the civil servant’s service functions require a comprehensive understanding of the standards, criteria, and procedures associated with the legal basis. He should adhere to the evolving legal standards; a civil servant must be capable of analyzing complex situations, evaluating risks, and making well-informed decisions. It is necessary to reach optimal decisions that balance the state’s and citizens’ interests; communication skills must be available; a civil servant must have excellent oral and written communication skills. The presence of teamwork skills—a civil servant must effectively cooperate with his colleagues, share information and resources, and actively participate in problem-solving as a team member; the ability to clearly express his thoughts and opinions; the ability to hear and understand his colleagues and citizens. Cooperation and the capacity to avoid conflicts of interest; leadership ability—a civil servant in a leadership position must possess leadership ability. He must be able to motivate subordinates, make sound strategic decisions, and effectively manage resources.

The report titled “Artificial Intelligence and Digital Transformation Competencies for Civil Servants” [18] was prepared in collaboration with UNESCO, Nokia Corporation, and international experts. According to the report, “digital transformation processes are continuously altering how people live and work in society”. In addition, the growth of digital technologies and the expansion of their use will have an effect on the operations of government agencies. Therefore, it is necessary to explicitly define the digital technology competencies of government employees. These capabilities consist of:

1. Competence in planning and designing digital transformation processes. This competency area

enables civil servants to comprehend the complexity of extant problems, predict the occurrence of unanticipated events, recognize the opportunities that digital technologies can create, and develop a strategy and strategic plan;

2. Data use and data management competence. This competency enables one to comprehend the fundamental significance and significance of data flow, taking into consideration the use, analysis, and sharing of data by public servants, while respecting risks and ethical standards, confidentiality, and security requirements. This domain identifies issues in the provision of public services that meet the growing demands of society, as well as the effective and accountable use of information;
3. Competence in digital management and implementation of tasks. This competency provides government employees with a comprehensive understanding of innovative project management and partnership-building techniques. It aims to develop working methodologies, tools, and approaches for solving complex problems that arise during the digital transformation of public administration, as well as to ensure public participation.

There are three levels of employee qualification for each competency, namely basic, average, and high. According to a researcher of the Harvard Center H. Mehr, democratic management and technologies are typically programmed based on imperfect data at this time. IT systems may propose decisions that are not objective. In addition, the question of culpability for the outcomes of decisions made by artificial intelligence remains unanswered [19].

M.U. Atamuratov's article entitled "Changes in the competences of management personnel at the new stage of Uzbekistan's national development" states: "At the new stage of Uzbekistan's national development, it is emphasized that attention should be paid to the development of the following competencies in management personnel: openness to innovation (striving for innovation, innovative approach, "innovative thinking", "innovative creativity", "innovative activity" and "innovative initiative"); professional skills (professional knowledge, pedagogical skills, skills, independent acquisition of new knowledge and practical skills with the help of modern information technologies); creativity (creative approach, readiness to produce new ideas, creativity, openness to original ideas, creative direction, demonstration of one's creativity); values (patriotism, active citizenship position, loyalty to profession and work, sense of responsibility, commitment to democratic, national and universal values); decision-making (making management decisions, determining their execution and control mechanisms, knowing the technologies of making optimal management decisions in conditions of accuracy, uncertainty and conflict); leadership (forming one's own team, uniting team members around oneself, motivating, being able to lead from one's turn, communication culture, organization, being able to set a personal example in all work); adaptability (ability to adapt to the situation and ability to manage) competence to organize new methods of work by being able to adapt to changing situations, to quickly get used to new conditions in order to achieve results, to be able to listen to the opinions of others (the team) in the implementation of new tasks); ability to achieve planned results, initiative and persistence in achieving results, personal effectiveness); strategic planning (short, medium and long-term strategic planning, forecasting (foresight), strategic decision-making, strategy development, strategy implementation, strategy evaluation); initiative (starting something in the course of activity, calling, striving to achieve practical results, strict adherence to discipline, activeness, dedication, responsibility, enthusiasm and enthusiasm); the competence of systematic thinking (the ability to analyze complex problems that may be encountered in management activities) includes a person's ability to fully understand the situation and its components, to be able to summarize a large amount of information (taking feedback and general dynamics into account), and to be able to organize and manage a set of data [20].

The article titled "Mechanisms for Improving the Competence-Based Approach in the Education of Specialists" by I.I. Mahmudov lists the following competencies that guarantee the management effectiveness of public service managers in Uzbekistan:

1. Devotion to the profession, service–patriotism, responsibility, devotion to duty, desire to serve the people, striving for growth in the ranks of service;
2. Leadership potential of a person–the ability to motivate others, make independent decisions, communicate, and persuade;
3. Professionalism in management–the ability to set goals, analyze the situation, make decisions, organize work to achieve goals and control;
4. Systemic thinking–the ability to analyze the situation, find connections between system components, imagine the global environment, and flexibility of thinking;
5. Adaptability to changes–management of the team in emergency situations, not losing oneself under stress, tolerance, and not reducing work productivity in difficult and changing situations [21].

Conclusion

According to the studies conducted, there are numerous approaches regarding the competencies of public servants. In summarizing the opinions and comments expressed in them, we believe that the composition of the competencies of civil servants should be as follows:

- The first competency is dedication to duty;
- The second is strategic thinking;
- The third ability is cooperation;
- The fourth competency is individual effectiveness;
- The fifth competency is the capacity for change adaptation.

Additional competencies, such as leadership and management decision–making, can be included for specific categories of civil servants.

Based on the results of the conducted research, we believe it is possible to develop an original perspective on the nature of the competencies of public servants. According to the author, the competencies of civil servants are a collection of abilities, knowledge, and skills necessary for implementing the country’s development strategy. In the end, they result in the formation of a worldview based on a complete comprehension of the obligation to be loyal to one’s country and people.

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