



The institutional mentoring model in public services

Dmitry A. Kemenev, Department of Civil Service and Recruitment Policy - Russian Presidential Academy of National Economy and Public Administration– Russia, dimfed1994@yandex.ru

Abstract- The article presents a methodological rationale for the development of an institutional model of mentoring in the civil service. Under the practice of personnel management in the civil service and the applied orientation of achieving the effectiveness of mentoring as a personnel technology, the patterns of mentoring were identified and the principles of mentoring in the civil service were systematically determined. The personnel technology of mentoring has been studied from the standpoint of its functional purpose: ensuring the professional socialization of civil servants, service and official adaptation, career orientation, and mobilizing potential opportunities for professional improvement.

Based on the sociological research conducted by the author 'Actual problems of improving and developing the institution of mentoring in the public service of Russia', the barriers to the introduction of the institution of mentoring in the public service have been identified, and tasks for overcoming them have been identified and substantiated. This sets the necessary vector in achieving the completion of the formation of this social institution per the practical relevance and applied orientation of the effectiveness of mentoring as a technology. It has been substantiated that the professionalization of mentoring activities with specification by types of public service and the powers of government bodies, special training of mentoring subjects is the final stage in the formation of this social institution.

Keywords: Mentoring, civil service, mentoring institutionalization, mentoring model, HR technology

I. INTRODUCTION

Mentoring is a historically forming and developing social practice that determines the goals, opportunities, ways, means, and technologies of transferring from generation to generation the social experience of upbringing, teaching people, preparing for labor and other social activities, their professional socialization in a collective and individual order, assuming reproduction in individuals, socially defined qualities necessary for the society for its self-reproduction, for the state for its development, an organization for its viability, personality for self-realization in society.

Mentoring as a social institution is a normatively fixed stable form of organization and regulation of the process of socialization of the life of an individual through the development of patterns of behavior, values, traditions accumulated and transmitted from generation to generation, determined by the purpose of the social structure of society and the motivational goals of professionalization of social labor.

The purpose of this study is a methodological substantiation of the institutional modeling of mentoring in the civil service, the formation of a model systematization of the technological achievement of the completion of its formation, and further improvement of mentoring as an institution of professional socialization of civil servants.

II. MATERIALS AND METHODS

Methodological Aspects of Institutional Mentoring Modeling in Public Services

The institutional paradigm of mentoring practice makes it possible to study the institutional differentiation of mentoring from the standpoint of applied sociology, which determines the socio-technological perception of the tele-functional purpose of mentoring, taking into account the concretization of the process of socialization and adaptation of the individual to the conditions of life. In the context of this study - to the conditions of public service.

The institutionalization of mentoring is predetermined by the need for the subjects of state personnel policy in the public service system to solve an urgent task: giving a purposeful, scientifically

grounded, normatively defined, sustainable and manageable character to the process of formation, development, and demand for human resources in public administration.

The empirical basis of the study was the results of the expert survey 'Actual problems of improving and developing the institution of mentoring in the public service of Russia', conducted by the author in 2019. The representativeness of the research was ensured by the selection of 273 experts from among civil servants representing different types of it. The expert survey was aimed at assessing the state of mentoring in the public service of Russia, identifying the main problems and directions for its improvement from the perspective of experts. The expert survey form includes concepts that reflect the characteristics of the problems under study (the basics of mentoring as an institution, the implementation of the personnel strategy of a state body, the problems of introducing mentoring, priorities in the work of a mentor, motivation and special training of mentors, the effectiveness of mentoring).

Analyzing the process of institutionalization of mentoring suggests the need to identify patterns in accordance with which the institutional formation of mentoring in the public service takes place.

The patterns of mentoring are significant, stable, repetitive internal connections that are formed on the basis of the experience of centuries-old traditions of social relations on the problems of labor socialization of the individual and its adaptation to the peculiarities of labor activity in all the variety of its manifestations. As a result of the research carried out by the author, the following regularities were revealed and reasonably substantiated.

- Target certainty and content-organizational conditionality of the formation of the institution of mentoring are formed on the basis of the demand for social practice in the accumulation, development, and creative transfer of professional experience to new generations in a specific field of activity and its immersion in the conditions of the socio-cultural mentality of social life.
- The socio-technological format of the functioning of the institute of mentoring is predetermined by the expected and planned effectiveness of mentoring activities in a specific sphere of work. Formation of scientific, legal, organizational, informational, material and financial, moral, professional and personnel bases and the corresponding methodological, normative, regulatory, analytical, motivational, organizational, cultural and personnel and technological support of mentoring is carried out in accordance with the demand in personnel practice.
- The effectiveness of mentoring, due to the expansion of its tele-functional certainty, increasingly depends on the professionalization of the activities of the subjects of mentoring and their special professional training in accordance with the status-role purpose.
- Mentoring in the civil service ensures the transition from retaining the professional competence of a specialist at the level of development achieved in the process of mentoring to sustainable professional improvement and striving for a constantly new state of knowledge, skills, abilities in accordance with the requirements of the time and the conditions of social life and the state.

The patterns identified by the author are implemented through a system of principles that ensure the effectiveness of mentoring practice.

1. Principles reflecting the need to determine the telefunctional purpose of the mentoring institution to solve the problems of formation, development, and demand for human resources in society, staffing of ongoing and planned reforms in the country.

- The principle of sound performance monitoring for correctional technologies of professional and intellectual potential of mentoring activities;
- The principle of unity and consistency of the legal, organizational and methodological foundations of mentoring;
- The mentoring objectification principle.

2. Principles of Specific Professional Importance, characterizing the features of the mentoring institution with institutional differentiation in the scale of the sectoral economy definition, services provision, professional staffing of public administration, and local self-government.

- The principle of quasi metric certainty of staff effectiveness and increasing its professional level in the mentoring process;
- The principle of mentoring goals consistent with the goals of related personnel technologies and the organization objectives development;
- The principle of selecting mentors based on their professional experience, personal qualities, and skills, motivation for mentoring;
- The principle of methods and forms adaptability in accordance with the specifics of work and corporate culture.

3. Principles of personal-functional value, representing the basis that regulates the direct activities of the mentor in a particular organization, defined in their status-role purpose.

- The principle of individualization of a mentor's work;

- The principle of concretizing time, goals and effectiveness of mentoring;
- The principle of coordinated interaction between the subjects of mentoring and the ward;
- The principle of timely assessment of the work quality in mentoring and self-assessment of the mentor;
- The principle of the growing demand for mentoring activity (as experience is gained, the mentor works more efficiently, and the organization should set them more ambitious goals and stimulating continuous improvement).

4. *Principles for achieving the completeness of the mentoring institution* based on an instrumental assessment of its condition. This group of principles is especially important for improving mentoring practice in today's environment.

- *The principle of mentoring completeness and consolidating its effectiveness* by solving the problems of further improvement in the process of implementing personnel strategies of state bodies.
- *The principle of personification and professionalization of mentoring activities* through the systematization and expediency of subject-object relations in mentoring, substantiation of status-role characteristics and professional and communicative aspects of the mentor's competence, selection of areas for professional training of experienced civil servants for mentoring activities.
- *The principle of personified concretization of the telefunctional purpose and the expected performance of personnel mentoring technology* based on professional tasks improvement of the civil service. The implementation of this principle makes it possible to effectively mobilize the personal potential of the wards to master the state-administrative culture in accordance with modern requirements for the efficiency and effectiveness of public administration.
- *The principle of ensuring a synergistic effect of mentoring influence* and motivated self-organization of the mentored object in achieving the projected goals. The mentor and the ward act in the process of interaction as equal participants in achieving its effectiveness, while the mentor constantly adjusts their impact in accordance with the adopted plans, programs, activities carried out, taking into account the assessments of the results achieved and the opinion of the ward-based on their self-esteem as the most important component that determines their motivated self-organization in professional development.
- *The principle of competence-based correspondence of the mentor's professionalism to the status-role position* in the functional purpose of mentoring in the civil service. Competence compliance is achieved through the professionalization of mentoring activities, which includes in this process special professional training of mentoring subjects, methodological support of their activities, generalization of best practices, and their motivation for self-improvement in mentoring practice.

The status-role perception of mentors differs among mentors themselves and their wards. According to a study in the Indian public service (Buddhapriya, 2017), mentors see themselves as advisors (100%), consultants (87.5%), teachers (70.3%), and sources of knowledge (62.5%). At the same time, the wards perceive the status characteristics of their mentors less clearly, i.e. an advisor (86.4%), a consultant (68.2%), a teacher (50%), the source of knowledge (40.9%). In assessing the value-based performance of mentoring work, mentors and mentees highlight increased productivity and a better understanding of work. Mentors also see career opportunities as a significant factor, while socialization is more important for the wards.

To achieve the completeness of the mentoring institute based on the proposed principles, a model systematization of personnel and technological support for its functioning is necessary. This will make it possible to concretize the practical implementation of the principles and create conditions under which mentoring will be most effective in the personnel practice of professional development of civil servants. But for this, as a basic methodological basis for the model systematization of mentoring, it is necessary to develop a conceptual model of the institution of mentoring.

III. RESULTS

Model Systematization of Mentoring Institutionalization in Public Services

B. Bozeman and M. Feeney (2009) made a significant contribution to the mentoring model development in the civil service, defining in their study a three-level model of the mentoring results (i.e. the results for a government agency – the results for a civil servant – the results for the civil service as a whole). In this model, the distinctive features of the mentoring effectiveness are concretized through specific proposals for further research on the specifics of the practical application of mentoring in the civil service.

According to a study by a number of authors, the introduction of mentoring provides an acceleration of the expected results in the professionalization and depoliticization of the civil service, in accordance with the institutional restructuring of its model under the new European standards. The administrative reform of the civil service system is accompanied by functional and organizational optimization, and here already the potential of mentoring consists in attracting and retaining professional specialists in the service (Băleanu and Irimie, 2011).

Personnel and technological modeling of mentoring in public service in foreign countries is carried out through the formation of special programs.

In the UK civil service, mentoring is provided through special programs such as Civil Service Fast Stream и Civil Service Fast Track Apprenticeship, The Positive Action Pathway и Minority Ethnic Talent Association (META). Many Ministerial Departments have their own mentoring databases (Zybina, 2019).

The experience of implementing a six-month formal mentoring program in the public service of Queensland, Australia, has shown that organizations that seek to enhance the personal and professional development of their employees along with fostering worthy young workers who are more likely to mentor in the future, with less focus and increased commitment, satisfaction and perceived support and thereby increasing their organizational effectiveness, will benefit from similar formal mentoring programs (Fowler et al., 2019).

In the context of our research, the experience of introducing mentoring programs in military service seems to be important. According to a US Army study, quality mentoring has a significant impact on employee career development and ascension to leadership positions, and has a wide potential for adapting women to traditional 'male professions' (Portillo et al., 2020).

Gender-specific psychosocial and career mentoring programs have been proven effective in nine countries in the Americas (Monserrat et al., 2009).

The experience of using mentoring programs in the civil service of South Africa is noteworthy. The study analyzed the impact of mentoring on performance targets, career growth, confidence in ability, time management, personal and professional development (Ganesh et al., 2015).

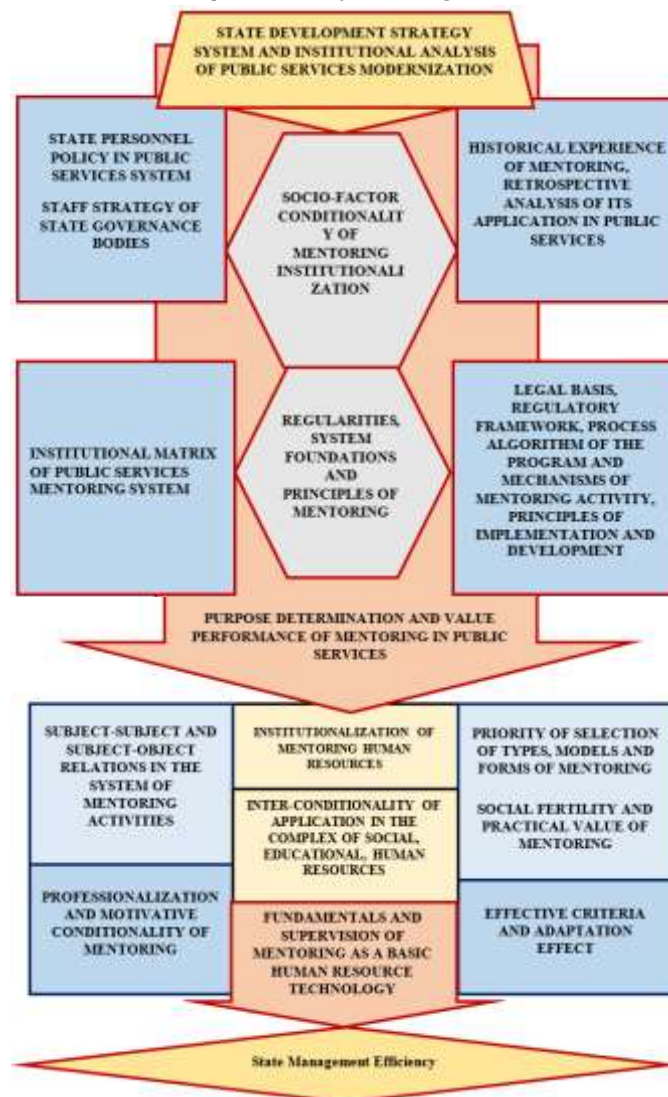
A number of authors in their scientific articles disclose certain aspects of mentoring programs implementation, such as the development of a professional regional mentoring program (Schatz et al., 2003), the development of a global virtual mentoring program (Broitman 2000), the effectiveness of the platform e-Mentoring (Singh and Kumar, 2019), a strategy for building a mentoring culture within a specific organization (Garvey et al., 2017).

Based on the analysis of scientific publications, the experience of mentoring in the system of public service, the practice of forming and implementing the technology of mentoring, the author has developed a conceptual model of the mentoring institution.

The conceptual model of the mentoring institution in the civil service is a structural-logical system of components that determine the socio-factor conditionality of the mentoring institution introduction in accordance with the identified patterns and principles of mentoring; methodological validity of the process of institutionalizing mentoring; its functional certainty and value performance as a basic personnel technology for civil service of various types.

Structurally, the conceptual model can be presented in the form of the proposed scheme (Figure 1).

FIGURE 1. Conceptual model of mentoring in the civil service



The model systematization of the mentoring development as a basic personnel technology will lead it to functional universality in the modern integration of civil servants into the process of professionalization of public administration. This will allow us to achieve the completeness of mentoring activities and the specifics of its application as a technology in the public service system.

The methodological toolkit of model systematization of mentoring in the civil service is presented by the author in his dissertation research and scientific publications.

The process of model systematization is of particular importance (Fotina and Kemenev, 2019). It allows you to determine the prospects for its systemic completeness since this is a complex, dynamic, and effectively conditioned process of translating theoretical justifications for the reproduction, development, and demand for the personnel potential of the civil service into a system of practical actions, which includes a set of measures in a number of areas of the mentoring.

The model systematization of mentoring involves the development of a whole range of models, including:

- Model of professionalization of mentoring activities (Kemenev, 2019) and its normative regulation;
- Model of professional career management of civil servants;
- Status-role model of mentoring activity;
- Model of the communicative competence of a mentor (Kemenev, 2020);
- The algorithm model for the development and implementation of indicators and criteria for the effectiveness of mentoring.

Modeling the personnel and technological purpose of the mentoring institute from the standpoint of the system-institutional approach, we set the necessary vector in achieving the completion of the

formation of this social institution in accordance with the practical relevance and applied orientation of the effectiveness of mentoring as a technology that ensures professional socialization, job adaptation, career orientation and mobilizing the potential of civil servants for their professional development.

As an institution of professional socialization of civil servants, mentoring provides them with the formation of self-organizing foundations for the expedient integration of the accumulated knowledge and experience of the adaptation period into practical activities in accordance with the criterion conditionality of the performance of functional duties.

In addition, the model systematization of mentoring practice provides an opportunity to determine the ways and tasks of overcoming the barriers to its improvement in order to achieve the effectiveness of public administration.

IV. DISCUSSION

Implementation Barriers and Solving the Tasks of Mentoring Institute Improvement

Based on the analysis of the mentoring institute, the expert survey conducted by the author, some barriers are identified that do not allow to fully realize the personnel and technological potential of the mentoring institute.

The problem of increasing the current workload of mentors is especially acute. As a rule, experienced highly qualified employees with extensive managerial and professional experience, but at the same time loaded with current work and, as a result, have no practical opportunity to transfer useful skills and abilities to young specialists, are appointed as mentors. As a result, during the period of professional socialization and adaptation, the ward does not receive much-needed help and support at the initial stage of career development, and the effectiveness of such mentoring is minimal.

Another barrier to the introduction of mentoring is the lack of clear criteria for the selection of mentors that fully take into account such factors as professional experience, the availability of free time, the ability to avoid conflict situations, knowledge of the key principles of andragogy, and motivation for mentoring. The development of a set of indicators for the selection of mentors will help to correctly identify worthy candidates for this role, prevent a prescriptive approach in endowing experienced employees with mentoring functions, and form a positive attitude and professional interest in the process of transferring knowledge and experience to young employees.

The most difficult barrier to the development of mentoring is the lack of systematic management of the process of its implementation. A structured mechanism for the institutional development of mentoring is needed. Its value-based performance largely depends on the thoughtfulness of personnel and technological support for strategic goals and the interest of regional authorities in the use of mentoring.

In the period from 2013 to 2018, despite the accumulated experience of the constituent entities of Russia in the implementation of this institution in the practice of personnel work, the successful application of mentoring in individual ministries participating in the pilot project, the institution of mentoring did not fully develop in the general systemic perception across the entire civil service. This is evidenced by the results of an expert survey conducted by the author.

Table 1. Mentoring institution assessment in the public service

Expert assessment of institutional mentoring development	% of surveyed experts
The Institute is fully formed	7.7
The institute was mainly formed	28.9
The institute was formed only in certain state bodies	37.4
The institute did not work out at all	16.1
It is difficult to give an answer	9.9

Another barrier to institutional completeness and effectiveness of mentoring is the weak quality of legal regulation, excessive formalization, and insufficiently defined focus on solving practical problems in the process of mentoring.

This problem lies in the insufficiently developed mechanism for motivating mentors, which leads not only to a lack of interest of experienced civil servants in the implementation of this technology but also in the subsequent formal approach to its use. In our opinion, the excessive formalization of mentoring and the lack of a creative approach to this activity leads to a situation when the emphasis in the work of mentors shifts towards filling out reports, and procedural issues become more important

than real interaction with the ward. The mentoring process is perceived not as an honorary mission and effectively determining activities for the education, training, and adaptation of civil servants, but as a routine work, the result of which does not affect either the professional well-being of the entire organization as a whole or the satisfaction of the mentor himself.

If the mentoring process builds partnerships based on mutual respect and similar values that are conducive to the person's success, mentoring can have a significant impact on motivation and job satisfaction (Kim, 2011).

According to the results of the study, the most valuable results of mentoring in the public service for the mentors themselves are noted - active participation in the development of their unit (51.3%), professional and career growth (38.6%), growth of personal satisfaction due to the performance of new functions (37%). For the wards, the respondents noted the importance of adaptation in the team (58.2%), a better understanding of the comprehensive activities of the organization (49.8%), and the acquisition of skills in working with documents (35.9%).

To overcome the barriers, it is necessary to solve the problem of forming a system of advanced regulatory, scientific-methodological, organizational-regulatory, and motivational support for improving mentoring following the priorities of implementing the personnel strategy of state bodies. This is concretized through the solution of a whole range of tasks.

Ensuring the implementation of the mentoring institution and managing the improvement of mentoring activities in the development of civil servants as a social, educational, personnel technology for solving such problems of social and personnel practice as:

- Professional socialization of young specialists in public administration;
- State and service adaptation acceleration and effective inclusion in the technological development of official functions;
- The formation of fundamental value attitudes of commitment to the profession of public service and the determination of motivational career aspirations in the realization of personal potentialities in the prospects for professional and official development.

To focus on HR and HR services on the following issues:

- Status-role certainty, powers, rights, duties, and responsibilities of all subjects of mentoring activity, and consolidation of these positions in local regulations;
- Time parameters determination, mechanisms, forms, and methods of achieving effective interaction between the subjects of mentoring;
- Consolidating the practice of regular problems of mentoring effectiveness, motivating mentors and their wards, improving the conditions for mentoring and professionalizing personnel and technological support for the passage of public service when making decisions on the development of mentoring in a particular state body;
- Feedback with educational institutions that train specialists for public service, to improve the pedagogical skills of mentors and use the experience of mentoring in improving the professional training of specialists;
- Modeling career implementation through the institutionalization of mentoring as a complex personnel technology that can be applied in the practice of other personnel technologies, i.e. personnel assessment, certification, rotation, personnel reserve, professional development, etc.

Conceptual model development for motivating mentors adapted to the capabilities of a state body in addressing issues:

- Favorable image and mentor's authority formation, determination of their status-role purpose;
- Creating appropriate conditions for the implementation of extra-functional duties;
- Building a criterion all defined system of material incentives and non-material incentives for achieving social and professional effectiveness of mentoring activities.

Determination of the basic principles for the formation of a system of professionalization of mentoring activities in a specific state body and the development of mechanisms for their implementation under the requirements for the additional professional education of civil servants and their advanced training. In this work, it is necessary to take into account the personal and situational needs of mentors, using both intradepartmental educational formats and the capabilities of educational institutions.

V. CONCLUSIONS

Modeling the institutionalization of mentoring from the standpoint of the system-institutional approach, we set the necessary vector in achieving the completion of the formation of this social

institution under the practical relevance and applied orientation of the effectiveness of mentoring as a technology.

The institutional completeness of mentoring presupposes not only the conceptual commonality of the model systematization of tele-functionally defined, personified by results and value-based mentoring activities but also the creation of the required conditions, resource bases for personnel, and technological support for professional socialization and development of civil servants.

The study of the process of institutionalization of mentoring in the civil service leads to the conclusion that to complete it, it is necessary to solve the problem of professionalization of mentoring activities with specificity by the types of civil service and the powers of government bodies. The effective organization of the process of professionalization of the activities of the subjects of mentoring can be considered as the final stage of its institutionalization.

Thus, one of the most difficult tasks of a sociological study of the process of institutionalization of mentoring in the civil service is being solved - bringing scientific knowledge to effective applied application in the increasingly complex practice of managing civil service personnel.

The relevance of the task of forming a high-quality level of the composition of civil servants will require an interest in mentoring as a technology actively introduced in the professional vector of institutional development of the civil service. Mentoring by its functionality contributes to the solution of tasks to improve many established institutions in the system of public service (legal, political, economic, organizational, moral, professional).

REFERENCES

1. Băleanu, V., Irimie, S. (2011). Mentoring in Public Management: Conceptual and Practical approaches at the national and international level. *Annals of the University of Petroșani, Economics*11(4), 33-44.
2. Bozeman, B., Feeney, M. K. (2009). Public Management Mentoring: A Three-Tier Model. *Review of Public Personnel Administration*29(2), 134-157. DOI: 10.1177/0734371X08325768
3. Broitman, S. L. (2000). *Exploring Virtual Mentoring: Developing a Global Virtual Mentoring Program and a Theoretical Framework for Future Research*. Doctoral dissertation. California School of Professional Psychology. Ann Arbor, MI: Bell & Howell Information and Learning Company.
4. Buddhapriya, S. (2017). Mentoring experiences: a study of Indian Public Sector Professionals. *Indian Journal of Industrial Relations*52(4), 689-705.
5. Fotina, L. V., Kemenev, D. A. (2019). Mentoring in state bodies: an ethnosocial factor. *Ethnosocium and Interethnic Culture*2(128), 22-35.
6. Fowler, J. L., Fowler, D. S., O'Gorman, J. G. (2019). Worth the investment? An examination of the organisational outcomes of a formal structured mentoring program. *Asia Pacific Journal of Human Resources*12, 1-23. DOI: 10.1111/1744-7941.12252
7. Ganesh, A., Bozas, A., Subban, M., Munapo, E. (2015). The benefits of mentoring and coaching in the public sector. *Journal of Governance and Regulation*4(3), 16-29. DOI: 10.22495/jgr_v4_i3_p2
8. Garvey, B., Stokes, P., Megginson, D. (2017). *Coaching and Mentoring Culture: the New Frontier*. Coaching and Mentoring: Theory and Practice. SAGE Publishing, p. 113-120.
9. Kemenev, D. A. (2019). Patterns of mentoring as a factor of the relevance of its institutionalization in public service. *Central Russian Bulletin of Social Sciences* 4, 228-240.
10. Kemenev, D. A. (2020). Professional and communicative proficiency of a mentor as a tool of image building in public service. *Communicology*8(1), 74-88. DOI: 10.21453/2311-3065-2020-8-1-74-88
11. Kim, J. (2011). The Effect of Mentoring in the Public Sector. *The Korean Journal of Policy Studies*26(1), 97-115.
12. Monserrat, S. I., Duffy, J. A., et al. (2009). Mentoring experiences of successful women across the Americas. *Gender in Management*24(6), 455-476. DOI: 10.1108/17542410910980414
13. Portillo, S., Smith, A. E., Doan, A. (2020) Up the Chain: Career Climate and Mentoring in the U.S. Army. *Academy of Management Annual Meeting Proceedings*. DOI: 10.5465/AMBPP.2020.13535abstract
14. Schatz, P., Bush-Zurn, T., Ceresa, C., Caldwell-Freeman, K. (2003). California's Professional Mentoring Program: how to develop a statewide mentoring program. *Journal of the American Dietetic Association*103(1), 73-76. DOI: 10.1053/jada.2003.50009
15. Singh, P., Kumar, K. (2019). E-mentoring Alternative Paradigm for Entrepreneurial Aptitude Development. *Academy of Entrepreneurship Journal*25(2), 1-9.
16. Zybina, P. (2019). *Foreign Experience of Mentoring in the Civil Service*. In: Modern research of the problems of human resource management. Proceedings of the IV International Scientific Conference. Russia, Moscow, April 9-10, 2019, p. 56-63.