

Implementing the personnel potential of the public civil service of a constituent entity of the Russian Federation in the context of the introduction of a comprehensive assessment of personnel

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Abstract. Under the conditions of administrative reform, implemented within the ideology of public management, the issues of assessing the effectiveness of the institution of public service turn out to be one of the systemic. The priority established by the state in favor of the introduction of key performance indicators (KPIs) in the professional evaluation of civil servants requires thinking about its impact on the formation of human resources capacity. The purpose of the article is to evaluate the mechanisms of implementation of a comprehensive assessment of the professional activities of civil servants in the constituent entity of the Russian Federation (based on the materials of the Omsk region). The methodological basis of the study is a systematic methodological approach and methods for assessing the personnel potential of public service. The novelty of the work lies in the involvement of the source base of the Omsk region as one of the typical regions of the Siberian Federal District. The results of the study are of particular value for the summarization of the practice of implementing the mechanism of comprehensive professional evaluation of civil servants in the constituent entities of the Russian Federation.

1 Introduction

A variety of methodological approaches to the analysis of public administration efficiency leads to the formation of mechanisms for assessing external environment factors (level of corruption, social well-being, etc.) directly affecting the course of transformations at the current stage of administrative reform. In particular, the most widespread method is public opinion polls (expert community), which state the level of public confidence in the initiatives of public authorities and the readiness to support them. The need for feedback turns out to be an indicator of the limited state resources needed to implement comprehensive methodologies for assessing human resource capacity. A distinctive aspect

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of this assessment is the multilevel nature (implementation at all levels of public authority), the focus of goal-setting on improving the assessment methods used, and the trendy nature of the adapted methods. Applying the methods for assessing the efficiency of the executive authorities established in the structure of personnel management of commercial enterprises faced with the strict regulation of budgetary expenditures on the implementation of public service functions and the need to ensure measurability of the result of making (implementing) management decisions.

The consequence is the task - the improvement of human resources capacity of the public civil service on the basis of the use of performance criteria methodology for a comprehensive assessment of professional qualities and characteristics of the employee [1]. The implementation of this task becomes possible only with the development of effective mechanisms of state personnel policy, the formation of a unified system of management of public service, increasing the performance (as a component of efficiency) of professional activity of employees on the basis of transparent and objective mechanisms for assessing personnel potential. The comprehensiveness of assessment is ensured by a combination of economic and socio-cultural efficiency (performance) of professional service activity.

Despite the fact that the development of a comprehensive assessment of the efficiency of public civil servants is becoming an urgent task since the mid-2010s, however, the principles and norms of Federal Law No. 79-FZ [2] initially contained the task of forming tools for this comprehensive assessment. In addition to the norms of legislation, such prerequisites are laid down in the job description, which establishes the mandatory procedure for certification, qualification exam, inclusion in the personnel reserve, etc. The practice of executive authorities demonstrates the insufficiency of these mechanisms for the effective use of the potential of a comprehensive assessment of public civil servants.

Conceptual approaches to improving the human resources capacity of the civil service are aimed at improving the efficiency of public services. The main indicators of efficiency are as follows: the level of customer focus, service, reducing the time of service provision and costs, improving the quality of services [3]. The listed indicators provide standardization of the activities of civil servants. The integrity of indicators to assess the efficiency of public civil servants allows covering the social and economic attributes of professionalism. Decomposition of performance indicators becomes effective only if the system of indicators is balanced on the basis of singling out the key performance parameters (KPI system). The process approach to performance assessment is based on goal-setting, reduces monitoring procedures to the achievement of results [4] out of connection with the replacement of a particular position. On the contrary, the functional approach is based on the recognition of the relationship between the position held and the powers exercised [5]. The KPI system is focused on combining these approaches, providing conditions for maintaining the strategic priorities of development of the public authority, given the individual and service results achieved by civil servants for a certain period of time.

The formalization of service relations, the subjects of which are public civil servants, requires the use of methodological recommendations approved by the Ministry of Labor and Social Development of Russia in 2013 [6], as well as bylaws of the constituent entities of the Russian Federation that determine the evaluation criteria and parameters for their application. In particular, in the territory of the Omsk region, the Decree of the Government approved the requirements for the professional development of the employee [7] as a prerequisite for the implementation of mechanisms for a comprehensive assessment of professional activity. Forms of professional development are programs of additional professional education, seminars, internships, round tables, etc. By analogy with the comprehensive assessment, professional development is aimed at the acquisition of new

knowledge, skills, abilities, as well as personal development within the framework of the position of public civil service.

The sectoral specificity of the implementation of the functions of the executive authority requires the use of profile explanations and recommendations, depending on the regional model of integrated assessment being implemented. The limited use of qualitative and quantitative indicators of civil servants should act as a condition for achieving the efficiency of service activities. Replacing efficiency with performance entails solving tactical rather than strategic tasks in the activities of the body of executive power.

2 Methods and types of the Earth's remote sensing

The methodological basis of the work becomes a systematic approach that provides an opportunity for a comprehensive assessment of the personal and professional qualities of civil servants and its impact on the rotation of personnel in the system of executive authorities.

Within the framework of the systematic approach, methods of system analysis, logical and structural-functional analysis were used. The result is an assessment of the economic and social potential of the integrated assessment methodology in the civil service. System analysis provides conditions for identifying the features and characteristics of the regional model of integrated assessment, including its main structural components. The logical method determined the evaluation structure of the regional model based on the allocation of the main indicators of efficiency in the performance of employees. The structural-functional method allowed identifying the structure of the main qualitative and quantitative indicators for assessing the efficiency of professional performance of civil servants.

3 Analysis of the main ERS data sources for the DEM development

The transition to a comprehensive system for evaluating the performance of civil servants is associated with a downward trend in the status of this public institution, the presence of a low level of motivation (its inefficiency), and the formalization of measures aimed at the professional development of the employee. Only the interrelation of performance results and methods of incentives by the representative of the employer will ensure the achievement of a synergy of current and strategic development goals of the executive authority.

Analysis of the regional practice of implementing a system of comprehensive efficiency assessment shows the priority of assessing the performance of employees on the basis of a quality management system. The main evaluation indicators are the quality of functions, regulations, management decision-making process, etc. [4]. The current level of planning is inherent in the very nature of this assessment model, preventing the implementation of tasks at the strategic level. Performance is evaluated on the basis of key performance indicators (KPIs). These groups of indicators allow solving two problems: to determine the level of achievement of the specified indicators and administrative qualities of managers (assistants). In contrast to the first problem, which is solved by evaluating statistical indicators, the second problem requires the use of methods of expert and sociological surveys.

The Omsk region is not unique in the implementation of a model for the ongoing evaluation of the performance of civil servants. A similar pattern is common in most regions of Russia [4]. The reason is the lack of full-fledged strategic planning in the activities of executive authorities. The formalization of evaluation indicators within the

statistical monitoring data of the Ministry of Economic Development of the Russian Federation does not bring objective information about the real processes characteristic of the internal environment of the authorities. This conclusion is supported by the priority, not of efficiency as the goal of a comprehensive assessment, but the performance, conditioned by the fulfillment of the requirements of the job description (administrative regulations).

Comprehensive assessment of the civil servant of the region includes the following indicators: qualifications of the servant, professional qualities, and efficiency (performance) of service activity. Each is ranked by 5 to 8 additional indicators. For example, strengthening authority as a sign of professional qualities is composed of correctness in relations in the collective, communication with citizens; tolerance and respect for the peoples of Russia; the ability to avoid conflict situations; the ability to motivate subordinates, etc. The number of indicators increases in proportion to the replaced group of positions. Most of the efficiency evaluation criteria used are based on a combination of organizational and legal (restrictions and prohibitions) and moral qualities of civil servants, which introduces subjectivity into the evaluation indicators. The most reasonable are qualification indicators that consist of a basic (level of education, legal competence), functional (experience, knowledge, and skills within the framework of the position), and special (according to groups and categories of positions) criteria. The consequence is a disproportionate combination of quantitative and qualitative indicators in the evaluation indicators.

The key method of the regional system of comprehensive assessment becomes the achievement of goals based on performance and efficiency indicators implemented at three levels of goal-setting: executive body - structural unit - civil servant. Goal ranking is based on the efficiency map, which forms the basis of an individual employee development plan [8]. The main difficulty in developing an individual plan is the direct correlation of indicators with the level of salary. The ratio of performance, functionality, and competence criteria in the region is proportional, which seems optimal because it is impossible to give priority to a particular criterion. The current nature of the proposed evaluation criteria is emphasized by the focus on achieving results through the organization of the internal environment of the executive authority. The result is a misalignment of the goals of the employee, the structural unit, and the authority.

To assess the personnel potential of the executive authorities of the Omsk region, several mechanisms for assessing the efficiency of public civil servants were analyzed. First, the use of information technology for the professional development of servants. The key methods remain professional development, professional retraining, internships, training (including those using distance technology). Secondly, methodological and informational support is entrusted to the personnel service of an authority, which entails subjectivity in assessing monitoring indicators and overburdening the activities of employees. Third, organizational and technical support for human resource assessment technologies based on individual plans, performance scorecards, etc. These mechanisms confirm the conclusions of experts [8] about the impossibility of a generalized integral assessment of the efficiency of public civil servants.

Substitution of the efficiency of the performance management of the employee by the efficiency of the executive authority is due to the priority of objective quantitative criteria of a comprehensive assessment. In this case, efficiency is reduced to the achievement of economic and social performance of the authority, which leads to an underestimation of the individual contribution of each employee to their achievement. The integration of individual and organizational goals should be a prerequisite for improving mechanisms for comprehensive evaluation of the professional performance of civil servants in the region.

4 Conclusions

1. The personnel potential of the region's executive authorities is determined by the efficiency of a comprehensive assessment of the performance of state civil servants. The basis of which should consist of organizational and individual social and economic components of performance.

2. The lack of uniform requirements to the criteria for assessing the efficiency of professional performance of civil servants, the multistage procedure of assessment, and the lack of resources for its objective conduct, entails the non-realization of the potential of comprehensive assessment at the regional level of public authority. An additional source of inefficiency of the evaluation methodology is the failure to consider the industry specificity of the authorities.

3. Using only internal resources of the executive authority to conduct a comprehensive assessment leads to the subjectivity of assessments on the part of the employer's representative and the personnel service. The main qualitative and quantitative indicators of evaluation of the work of civil servants are adherence to job (administrative) regulations, which do not always reflect the real scope of functions and powers of the employee.

4. The lack of a proportional relationship between evaluation results and remuneration of labor does not contribute to the motivation of civil servants and does not lead to an increase in the personnel potential of regional executive authorities. This situation can be changed only through the transition to an effective contract in the system of public service.

5. Ways to improve the human resources capacity of the executive authorities of the Omsk region are aimed at the introduction of a differentiated approach to the development of criteria for assessing the performance of civil servants, attracting external sources for evaluation procedures, the individualization of social and economic criteria used in the monitoring of a comprehensive evaluation procedure.

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