

MODERN PROBLEMS OF ESTIMATION OF EFFECTIVENESS OF THE STATE EMPLOYEES' LABOR

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Abstract. The article deals with the main problems of the labor market in the sphere of public service as a specific segment. Namely high turnover and a lack of highly skilled staff; lack of the majority of employees of professional, practical skills, corresponding to the qualification requirements for their performance; a decrease in the moral qualities of employees. The purpose of the work was the development of methods for assessing the effectiveness of professional work of civil servants. Elements for determining the professionalism of a public servant are presented. The criteria of an estimation of indicators of productivity of activity of civil servants are defined in work. The informational basis of the research was the works of domestic and foreign scientists. The materials of scientific and periodical press on the problem are being investigated, the official Internet sites of state institutions, the documents of conferences and seminars, the normative legal acts of the Russian Federation and the subjects of the Federation and the results of their own research.

Keywords: civil servants; staff; labor efficiency; professionalism.

1 Introduction

Today, the problem of finding tools to increase the efficiency of public servants' work, the solution of questions of assessing and improving the payment of their labor is topical. The experience of different countries in the area of reforming the civil service system has shown that this system extends far beyond the measures to increase payments, more clearly distinguish wages according to the level of qualifications and experience, and the volume of benefits granted. An important role should give to improve the feedback, which is characterized by the control of society for the quality and efficiency of the public service.

Consider the problems of the labor market in the public service as a specific segment: high turnover and a lack of highly skilled workers; lack of the majority of employees of practical skills, corresponding to the qualification requirements for their

performance; a decrease in the moral qualities of employees. The main reason for the problems listed above is the low level of effectiveness of instruments of financial incentives for civil servants.

2 Results

2.1 Elements for assessing the professionalism of a civil servant

Improving the quality and efficiency of public servants' work has become the basis for carrying out state reforms. The creation of a system of indicators of the effectiveness of civil servants, their involvement in achieving significant goals for society is vital elements in making the success of reform.

According to the law, the assessment of professional skills and knowledge is one of the requirements for posts in the public service. Subjects of the RF are obliged to develop criteria independently for assessing the professional skills of their employees (About the system of public service of the Russian Federation: fed. Law No. 58-FZ: (adopted by the State. The Duma on May 27, 2003: approved. Council of Federation on May 14, 2003) URL: http://www.consultant.ru/document/cons_doc_LAW_42413/ (date of circulation: 15.03.2018)).

In the subjects of the Russian Federation, they did not begin to solve this problem due to the lack of modern personal technology. There are no specific legislatively fixed rules for the formation of criteria for assessing the professional and personal qualities of an employee. Therefore, each manager has the right to determine these criteria by himself. Some authors, in particular, M.V. Melkumova, A.A. Derkach, professional skills and personal qualities are considered as synonymous (Akmological 2006; Assessment of the effectiveness of public servants / Melkumova M.V 2015). And only some authors distinguish these qualities (Increase of efficiency of work of municipal employees // the Bulletin of academy of the right and management. - 2016.).

The decomposition and formation of the two groups of indicators necessary for the assessment seem logical in that the evaluation of the professionalism of civil servants is focused on determining the level of competence of the employee. Professional expertise includes knowledge acquired in the process of training and practice, skills and skills. Evaluation of individual characteristics is a component of the procedure for assessing personal qualities. The combination of these elements leads to a clear assessment of unusual conditions. By Figure 1, the evaluation of the professionalism of a civil servant must consist of three components.

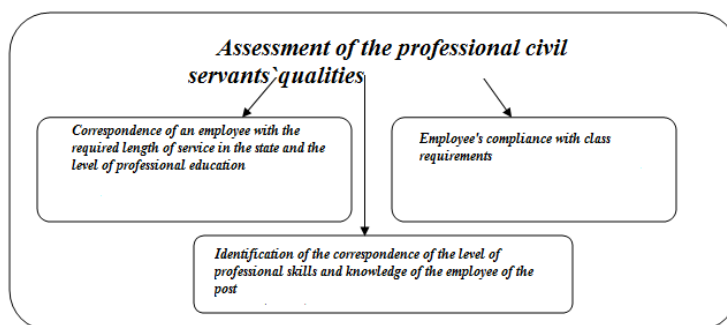


Figure 1: Assessment of professional qualifications of a civil servant

As part of the evaluation of the employee's professional qualities, the level of possession of modern methods, tools and for working with information resources is determined. Successful use of the official-business style of the contemporary

Russian literary language. Knowledge of techniques and forms of work is using automated management tools. Knowledge of the legislation regulating official activity; knowledge of powers and structural elements of public authorities; mastery of the rules of

business ethics; understanding of the fundamentals of the organization of the passage of public service, the official order of this public authority (Theoretical aspects of the analysis of the effectiveness of public administration // Nauki i mir. - 2014).

Thus, in the system of assessing the professional qualities of an employee, it is necessary to include four elements: the level of education and work experience required for working in a position and assigning a class rank; fitness level; professional knowledge and skills. Poor quality assessment of the staff can help reduce the quality of performance in work and failure to fulfill specific tasks as a result of incorrect evaluation of the potential of the employee. And as a result, lead to a decrease in the effectiveness and effectiveness of both his work and the functioning of the state body as a whole.

The creation of a comprehensive and objective system, reflecting the level of performance of professional duties within the framework of a post and the degree of implementation of the set goals of indicators that allow to focus the attention of civil servants on the main priority directions of the development of public authorities becomes the primary tool that contributes to improving the performance of civil servants in most countries. For these purposes, various performance indicators are widely used.

2.2 Criteria for assessing performance indicators of civil servants

In a broad sense, performance indicators are a quantitative or descriptive indicator that gives a clear picture of the result of the activity or the degree of success in achieving the goal. Performance indicators can be used to assess the performance of individual civil servants and the functioning of the public authority as a whole. In many Western countries, the main direction of improving performance indicators in recent years has been connected with determining the optimal ratio and establishing a direct relationship between individual indicators of public authorities and the performance indicators of civil servants separately.

The use of integrated performance indicators by public authorities is currently the most frequent. These indicators characterize the main political or economic aspects of the functioning of state bodies. Performance indicators for civil servants must meet the following essential criteria (Increase of

efficiency of work of municipal employees // the Bulletin of academy of the right and management. - 2016):

1. A clear relationship with the goals and objectives of public authorities.
2. Reflection of the degree of contribution to the process of achieving the goals and objectives of each employee.
3. The formulation of indicators should describe as much as possible the direct impact of a civil servant on the dynamics of performance indicators.

Indicators of labor efficiency of civil servants are a set of symbols that can be expressed in quantitative and qualitative form. As a rule, in the formation of quality indicators (for example, ensuring a high level of financial management efficiency) and authorities issue algorithms that clearly define the quality criteria for activities (for example, at the end of the reporting period. The number of additional expenses should not exceed a certain level of financial resources established by the department) (Features of Human Resource Management in the Public Service System // 2016).

One of the critical issues is the separation of the direct results of the work of civil servants from the final. The immediate consequences of the employees' work are expressed in quantitative characteristics of the volume of the tasks performed, and the final ones are represented in the realization of the goals and functions of state bodies that are significant for society. The achievement of the final results reflects the socially useful productivity of the employee, and the immediate results characterize the degree of rational and practical implementation by the civil servant of its activities from the state organ (Necessity of an estimation of efficiency and productivity of work of the state civil employees // 2015).

The process of assessing the rational use of resources in the process of achieving the planned results involves the definition of indicators that reflect the costs of carrying out activities, as well as characteristics of personal and professional qualities. In a separate group, the signs that characterize the process of fulfilling duties within the post by a civil servant are highlighted. Often such indicators determine the standards or the timing of the implementation of specific actions. Table 1 presents the classification and types of performance indicators of civil servants.

Table 1 Types of indicators result

Performance Indicator Type	Description	Examples
Indicators incoming resources	Characterize the costs of the implementation of certain activities and (or) a set of requirements for personal and professional skills of an employee	<ol style="list-style-type: none"> 1. The amount of funds allocated for the implementation of the program. 2. The presence of certificates that assess the knowledge of a foreign language. 3. Travel expenses.
Processes Indicators	Characterize the standards and the timing of certain activities	<ol style="list-style-type: none"> 1. The average duration of the approval of one draft regulatory legal instrument / document. 2. Number of days of deviation from the schedule of inspections. 3. Average waiting time in the consumer's queue.
Indicators of immediate results	Characterize the amount of work done (services rendered)	<ol style="list-style-type: none"> 1. The percentage of complaints examined. 2. The number of active projects at the current date. 3. Proportion of draft documents executed in violation of established requirements.
Indicators of final effects	They characterize the degree of achievement of the goals and objectives of the authorities and (or) change in the state of the target group of consumers of services	<ol style="list-style-type: none"> 1. The number of fatalities in road accidents on the roads that were inspected no more than a year ago. 2. Reduction of the number of committed crimes by 10 thousand inhabitants. 3. Proportion of past social rehabilitation programs for people with disabilities.
Impact indicators	Characterize the effect of the influence of a civil servant on a managed subsystem or a specific target group	<ol style="list-style-type: none"> 1. The amount of money saved during the implementation of the proposal. 2. The number of people satisfied with the quality and timeliness of the provision of services. 3. The percentage of amendments adopted to the bill.

The groups of indicators considered have different significance in the process of evaluating the effectiveness of the work of civil servants. For example, the achievement of indicators of immediate results to public servants is more comfortable than achieving high end-effect indicators that are more significant.

Currently, the reform of the civil service is aimed at modernizing the functioning of government bodies in the Russian Federation, proposing the introduction of performance index systems in practice, improving the public service to the level of a modern and holistic system of professional performance.

It is necessary to widely use, in accordance with the key direction of reform, labor productivity indicators, which allow to fix in the form of clear target values of quantitative and qualitative parameters the features and the degree of achievement of the goals and tasks assigned to state bodies, their structural divisions and civil servants. The purpose of the application of these mechanisms is to improve the quality of the performance of official civil servants' duties and to determine the dependence of the labor incentive system on the results of the evaluation of their activities.

For individual civil servants, the formation of a system of performance indicators is possible shortly. The legislation noted a clear trend of evaluation based on performance indicators of civil servants. In connection with the application of the contract system for civil servants, performance indicators established in the job regulations are set. For individual civil servants, it is possible to use special wage schemes depending on the efficiency and effectiveness indicators (Indicators of the effectiveness of civil servants / 2015; Necessity of an estimation of efficiency and productivity of work of the state civil employees // 2015).

The effectiveness of the activity of the public authority is characterized by generalized indicators of the effectiveness of the public administration, formed in budget reports by subjects of budget planning, and guides in the process of creating performance indicators for individual civil servants. Each performance indicator should be contrasted with a specific goal or task of the subject of budget planning, and the target value of the indicators of efficiency and effectiveness is fixed.

Indicators of efficiency and effectiveness of the functioning of public authorities should be decomposed to performance indicators of civil servants' professional activity, by changing the wording of performance indicators, taking into account the maximum degree of influence of the civil servant on this indicator. Consequently, general and specific indicators of efficiency and effectiveness of professional performance are established for civil servants. The generalized indicators of efficiency and effectiveness are characterized by typical, common indicators for many civil servants (the timing of the formation of regulatory documents, the receipt and issuance of reports and other indicators). Thus, according to the terminology of legislation, it is possible to note the following groups of indicators of efficiency and effectiveness of professional activity of civil servants (On the state civil service of the Russian Federation: fed. Law No. 79-FZ: (adopted by the State. The Duma on July 7, 2004: approved. Council of Federation on July 15, 2004). URL: http://www.consultant.ru/document/cons_doc_LAW_48601/ (date of circulation: 15.03.2018).):

1. Indicators of the final effect, which characterize the efficiency and effectiveness of the functioning of the state body. Fixed in a specially designed application to the service contract.
2. Indicators of a direct result, which reflect the quality of accepted and executed managerial and other decisions. Fixed in a unique developed application to the service contract.
3. Indicators of processes that characterize the organizational, legal and documentation support for the implementation of these decisions. These indicators are reflected in the official

regulations, and describe the performance of professional duties and job descriptions for employees.

Part of the performance indicators, especially indicators of processes, professional performance should be established for all civil servants with official regulations, which are a mandatory application to the service contract. Thus, there is a need to develop a balanced system of performance indicators for civil servants, as well as to strengthen incentives for the proper execution of their official regulations.

2.3 Methods for assessing the effectiveness of professional work of staff

A comprehensive legislative framework for assessing the effectiveness of public servants is absent; current standards are quite vague, the methodology for evaluating civil service personnel is not sufficiently developed. It is necessary to consider methods of practical evaluation of the effectiveness of professional activities of staff that can be used in commercial structures and the public sector. The most frequent application of the following methods for assessing the efficacy of professional work of personnel is noted:

1. The process of competencies, the use of which involves comparing the evaluation of a specialist with the "ideal" profile of his position. This method makes it possible to conduct an effective assessment of personnel, to identify the direction of its development by the needs of the organization and the employee. The application of this method allows (Akmological assessment of professional competence of civil servants. 2006):

- managers and HR-department to evaluate candidates on the same criteria;
- determine the criteria that characterize the success of the work;
- build effective teamwork;
- employees identify their weaknesses and strengths;
- identify the basic needs for training and development of employees;
- to form an understanding of the category of "effective employee."

Within each position of the organization, a unique set of necessary qualities is determined. Frequent use of the following competencies is noted: the skills of effective communication, the ability to work in teams, the orientation of effort to results, the ability to lead, the ability to organize and control work, a high level of adaptability to change, and the skills to effectively solve problems.

The set of individual competencies of the employee is formed from managerial, corporate and professional characteristics. The management of the organization by the performance appraisal is given a slightly robust mechanism for managing the efficiency of employees' work, a clear understanding of the direction of change of each of the evaluated employees is formed to increase the efficiency of its activities.

2. Management by objectives. The method by which management and evaluation are carried out by setting goals for the professional business, formed and agreed by the manager and subordinates together for a specific period.

3. The method of the assessment center is based on the modeling of critical aspects of the activity for assessing the professionally essential qualities of the employee.

4. Attestation - assessment of the level of professional knowledge, qualifications, practical skills, business and personal qualities through testing, interviewing, written description of the characteristics of the employee, description of the behavior of the employee in critical situations.

5. Psychodiagnostic methods are used to study the personality of the worker, the level of social development. Psychodiagnostic techniques can act as the sole instrument for attestation. Their

use is relevant when assessing managers in the situation of problems or the possibility of claiming a higher position. Evaluation can be conducted in the form of testing or interview.

An in-depth psychological interview is a structured interview with an analysis of biography data, a discussion of life situations. From the professionalism of a specialist with a high level of psychological insight, the accuracy of the information obtained depends. The use of interviews is relevant in cases of promotion, appointment, dismissal, drawing up a plan of activities to improve the level of personal effectiveness of managers.

A test is a set of questions or tasks that are performed by an assessed over a specified period. Tests are divided into professional and psychodiagnostic.

Psychodiagnostic tests are used to assess abilities, attention, intelligence, memory (Lusher tests, Eysenck tests, SHL tests and other tests) and are used to determine personality type and behavioral characteristics, including interpersonal relationships (Myers-Briggs, MMPI, Kettel, test Zhuravlev for assessing leadership style and others). Tests for evaluating skills and knowledge are professional, often drawn up by specialists with a narrow profile in the form of a set of practical questions and tasks. Particular attention should be paid to explaining the results obtained during testing. To carry out such an assessment can be specialists having appropriate certification. Otherwise, the results are subject to challenge in court. The absence of a particular certificate of a specialist company does not represent a legal opportunity to conduct testing on specific techniques (Akmological assessment of professional competence of civil servants. 2006, c. 245-264).

One of the personal technologies contributing to the improvement of the activity of the authority in selecting, determining the level of their professional training and increasing the effectiveness of their activities, raising the level of skills and placement of civil servants is the attestation of a civil servant.

The appraisal is a test of the professional competence and qualification of a civil servant, aimed at determining the compliance of a replaced position of a civil servant. In the process of attestation, the knowledge and skills of a civil servant, work experience, professional competence, quality and efficiency of performance are assessed (Certification: a formal procedure provided for by law, or objective necessity, 2015).

Along with the definition of compliance with the positions held by civil servants. Other tasks are being solved: determining the degree of need for further training, training or retraining of a civil servant. Formation of the perspective of using the identified abilities, stimulating the growth of the employee's professional competencies; ensuring the possibility of planning in the long term the movement of personnel, as well as the release of an employee from his post or transfer to less skilled work.

Various forms and methods of certification are used, and sometimes a combination thereof is possible. At present, a large number of methodological materials have been developed in the part of organizing and conducting an assessment of the quality of work of various categories of specialists.

Traditionally, attestation is conducted in the form of an interview. Certification allows within the limits of a post to define development resources and to estimate a level of professional knowledge of the worker; the degree of achievement of the goals set for the employee; compliance with requirements for the position held.

Depending on the procedure accepted in the organization, the duration of the interview is usually from thirty minutes to one hour. To conduct a certification interview, the following actions are performed: the immediate supervisor prepares a review for the attest; the employee makes a report on his activities, the supervisor studies the employee's feedback and report and

assesses the results of his work, indicates with what he agrees on what to look for.

Certification material is distributed to the committee members in advance to formulate a list of questions to be asked by the assessor. In addition to the analysis of the report and the recall, during the interview, the employee orally tells about his work activity. In the process of discussing the professional development of the employee, there is a prioritization, discussion of the appropriateness and opportunities for further training.

Certification can be conducted in the form of a certification examination, during which, according to the tickets, the attested one answers the questions posed. The certified person may be additionally asked questions about the knowledge and fulfillment of the requirements of the job description. The exam is usually applied in combination with the interview. It should be noted that the certification exam is the most frequently used and economical method for assessing an attested. However, this method of knowledge and professional competence of the attested person cannot always give correct representations (Theoretical aspects of the analysis of the effectiveness of public administration // 2014 , Certification: a formal procedure provided for by law, or objective necessity, 2015).

At present, test tests are most commonly used, most often during the qualification examination, but can also be used in attestation. Testing as a way of testing the professional skills and knowledge of the employee in some cases is very useful. The application of the above-described method provides an objective and similar approach to the evaluation of each employee of a separate professional group. Formation of criteria for evaluating the performance of attendees differentially, by the group of posts and taking into account their specialization is one of the most challenging tasks.

Evaluation of the degree of expression of professionally critical personal qualities that contribute to the successful performance of official duties is a problematic issue. In this part of the certification process, the level of subjectivism is unusually large. The more interesting is, the more productive approaches to their definition, taking into account the specialization of the positions held.

3 Discussion

In the practice of personnel management in the public service sphere, there is experience in applying methods of assessing professionally significant personal qualities in the course of attestation (expert, scoring, ranking). Evaluation is the most important tool for the professionalization of personnel in any of its organizationally fixed forms. Specification of the criteria, taking into account the degree of complexity and specificity of the subject of work of civil servants, careful selection of experts and their preparation, the choice of methods that allow to take into account and adequately reflect the features of the evaluation object should become the main directions for its improvement.

Participation in the certification commissions of independent experts is an essential condition for attestation. An independent expert is a representative of the scientific, educational community, other organization; is invited by the representative of the employer of the relevant public administration authority (On the state civil service of the Russian Federation: fed. Law No. 79-FZ: (adopted by the State. The Duma on July 7, 2004: approved. Council of Federation on July 15, 2004). URL: http://www.consultant.ru/document/cons_doc_LAW_48601/ (date of circulation: 15.03.2018)).

Its presence should provide an uninterested, independent view of attestation and evaluated employees. Evaluation of the expert is subject to the work of the commission, the identity of the employee, the provision of documents. The presence of an expert is necessary to create a favorable psychological atmosphere, free from absolute administrative pressure, the situation of cooperation of all participants in certification. When resolving disputes, the expert may act as an arbitrator.

Currently, at the federal level, there are no public service management bodies, which must fulfill some powers established by law. For this reason, individual organizations invite their colleagues from other government bodies. This practice does not fully meet the requirements of the legislation on public service. The formalism of attestation is manifested in the following:

1. Members of the Attestation Commission do not analyze the official regulations of civil servants subject to certification, which reflect not only the job descriptions but also the criteria for the effectiveness of the employee's work.
2. Criteria for the effectiveness of the employee's work are far from perfect: they change quite often, and sometimes employees about them have no idea.
3. It is not enough to apply the results of the certification.
4. The system of employee rewarding based on the results of attestation is not specified in any normative document.

The effectiveness of the certification procedure can be improved by (Certification: a formal procedure provided for by law, or objective necessity, 2015):

1. Precise regulation of the public service post by the official regulations, which provides a list of indicators, which can be used to assess the performance of a civil servant, the possibility of his level of competence and job growth.
2. Timeliness of adoption of legally sound decisions based on the results of attestation by the head of the state body.
3. Knowledge of civil servants for promotion tools for decent behavior; analysis of the cause of the discrepancy between the established and achieved indicators; possession of information on the prospects for control and stimulation.
4. The development of an indicative list of indicators for assessing the qualification of an employee, the procedure for carrying out the evaluation procedure itself, can help the unit manager in preparing a response to an arrestee.

Evaluation of the effectiveness of civil servants should be carried out complexly, and as an object of evaluation, an individual worker or a team of the functional unit should be identified. The application of labor assessment methods plays a crucial role in ensuring the openness of the civil service, in the process of selecting a new leader, in creating a reserve of cadres for promotion, with the ongoing reshuffle of personnel.

Conclusion

In modern conditions, the problem of the effectiveness of professional activity of civil servants acquires particular significance. The process of creating a unified system of public service is underway in the country, where a particular place is assigned to the creation of a cadre with a high level of qualification that ensures the effectiveness of public administration. Therefore, the scientific approach to the problem of the professionalism of the civil servant acquires particular significance, which allows us to understand the processes taking place in professional managerial activity and efficiently influence the results.

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