

Civil Public Service: Human Resources Aspect

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Abstract

The article describes the historical retrospective of development of the personnel reserve in the public service and presents the modern approach to the work on formation of the managerial personnel reserve. The study of the use of the competence-based approach to human resources policy of the Republic of Tatarstan and the Volga Federal District proves its objectivity, relevance of the present and the necessity for wider distribution in the state run public authorities and municipal administration of the Russian Federation.

Keywords: *personnel reserve, the civil public service, human resources policy, competence-based approach.*

1. Introduction

Formation of the new model of public administration, the reform of civil service of Russia and its administration are impossible without substantial upgrade of senior executives, without concentration of people who are able to ensure successful economic reforms public authorities, the formation of the new, truly democratic state.

The relevance of the problem is obvious. Administrative-command system, developed in the years of the Soviet power, retreated in conditions of the market economy, while training of personnel who is able to work effectively in new economic conditions, definitely does not meet the requirements of time. We are convinced that the process of Human Resourcing of public authorities by highly qualified specialists will go better if to assume all necessary measures in order not only to enhance the use of existing institution of personnel reserve, but also to introduce new methods and techniques of work on formation of personnel reserve. By no means, this does not contradict the requirements of the Federal Law № 79-FZ "On State Civil Service", of legal acts in its development that actually determine such personnel technologies, the use of which is necessary in the public service. They include:

- open personnel competition;
- formation and use of personnel reserve;
- certification;
- qualification examination;
- educational technologies;
- Motivation and encouragement on the basis of performance evaluation;
- Regulation of activities (use of official regulations).

2. Theory

We think that among these technologies the second one plays the main role: formation and use of personnel reserve. Special attention should be paid exactly to work with reserve. Here, our approach is based on the following: personnel reserve is the multi-level structure and each level requires the original, unique system of search, selection, examination, evaluation, assessment, development and rotation, as far as these functions are the basic units in formation of managerial personnel. The proper statement of work with personnel reserve greatly determines the staff that will govern a

state. Using the concept "reserve" (from the Latin *reservo* – I save), which means the stock of something in case of need or the source of speculation about the urgent need of such stock (source) to the system of regulatory and administrative authorities.

In relation to the administration of the State Service the personnel reserve is understood as a specially formed – on the basis of individual selection and complex evaluation – group of prospective workers with the high professional, business, personal and ethical qualities who positively proved themselves on their positions, who were properly trained and who meet all criteria necessary for holding certain civil service positions.

Questions of providing the regulatory and administrative authorities by staff are the key ones for any country, as far as they are connected with quality of the elite and the functioning of the state. All epochal changes, anyway, were accompanied by the formation of the new system of selection and staff placement, creation of the inner circle of like-minded people. And Russia in this respect is not an exception. To confirm this, we will make a retrospective journey into the history.

In the Middle Ages in the Ancient Russia (X-XII centuries) there was "Druzhina of princes"; it was the organization of the most dedicated and talented military leaders who implemented the vision of the prince for state governance.

At the later time (XVIII century) there were "Toy Armies" of Peter I – the system of formation of the reserve of the Russian army commanders.

In the XIX century "Private Committee" of Alexander I was created – the informal advisory body working in the beginning of the reign of the emperor and formed before reign; it was the committee of the young leaders – the attendants of the emperor; their purpose was to do the preliminary study of the situation of the empire, and its further transformation.

The Imperial Tsarskoselsky Lyceum – the institution of higher education for the best representatives of Russian noble families – was founded by the decree of Alexander I in 1810. The program of the Lyceum was aimed at education and training of public officials of higher ranks. The emperor personally watched the work of the institution and was observed the awarding of the most distinguished graduates.

In 1835 "Imperial College of Law" was founded by the decree of Nicholai I, for education of competent personnel for high administrative and judicial activities. The Emperor visited the school every month. Later on the graduates were in the suite of the Emperor.

All participants of these institutions held senior positions in public administration. The governor always personally watched the growth and advancement of every member.

Special attention was paid to personnel reserve in the Soviet period. The monopoly of the ruling party for all categories of managerial personnel; for their placement, promotion and change; for the formation, training and use of the human resources reserve for all patronage positions was the basis of the personnel policy of the CPSU, its basic principle of working with staff and reserve [2, p.157].

Formation of the reserve was considered as a multi-scale problem, a set of measures that include the study and selection of people for senior positions, different forms of work with them, training and retraining of staff. The Komsomol activists, Secretaries of Committees of Komsomol organizations were an important managerial personnel reserve. The authorities carefully studied them and put forward to the most responsible land management work.

In the Soviet Union various sources, including the elected Party, Soviet, trade union and Komsomol organizations, were used for formation of the reserve. Priority was given to people who had experience in production teams.

The Academy of Social Sciences under the CPSU Central Committee, the network of republican and regional top party schools, as well as retraining and qualification-based training courses at regional, city and national authorities were founded for professional education of the reserve. Graduates of these schools were in demand, they had individual distribution and guarantee of employment. By the way, many of them later became prominent statesman and political leaders.

In the course of perestroika the ruling party proclaimed the policy of democratization and wide publicity, work with personnel, in particular, of the radical restructuring of work with the reserve, the elimination of the accumulated negative phenomena, the development of qualitatively new approaches to work with staff.

Special attention was paid to inadmissibility of protectionism in the work with staff and reserve, of selection and promotion of employees on the basis of personal loyalty, community, kinship and clanship. When forming a reserve for higher management positions it was recommended to pay more attention to professionalism, competence, management experience, basic education of candidates, their moral qualities.

In general, the personnel policy in the Soviet period was a fairly well-structured system that prepared trained professionals to the public authorities.

Post-Soviet period had negative influence on the system of personnel reserve: the Communist Party lost its

"guiding role"; after the period of fierce battles around the Constitution the new system with strong presidential power and more extensive bureaucracy was formed and finally "stabilized".

The formation of CIS led to disposition of one part of the Union of managerial staff to the neighboring countries, and to the joining of their other part into the structures of the Russian state administration. Measures of dismantling of mechanisms of planning of the socialist economy and their replacement by new bodies with different tasks were undertaken. In the result in a very short time Russia underwent simultaneous transformation – economic, political and national one.

The implementation of the federal program "Reformation of the public service of the Russian Federation (2003-2005)" gave new impulse to work with personnel reserve. The separate article (Art. 17 - "Personnel reserve of replacement of civil service positions") is in the Federal Law "On the system of public service of the Russian Federation"; according to this article, the federal and the personnel reserve of public authorities of the Russian Federation are created. [3, p.140-143]

3. Results

The analysis of the historical background of formation of personnel reserve showed that every stage has fundamental differences due to the peculiarities of state personnel policy and specific socio-political and economic conditions.

In the Republic of Tatarstan in the frames of the system of innovative personnel management the project of formation of human resources reserves in the sphere of civil and municipal service is successfully implemented.

The basis of the formation and functioning of the human reserves laid competence approach, the necessity of implementation in which the civil service stated in the Decree of the President of the Russian Federation V.V. Putin. [5]

The system of multi-level personnel reserve in the Republic of Tatarstan is the following:

- federal administrative reserve;
- administrative reserve of the Volga Federal District;
- administrative reserve of the Republic of Tatarstan;
- personnel reserve of public authorities of the Republic of Tatarstan;
- personnel reserve of the Republic of Tatarstan;
- administrative reserve of local authorities, municipalities of the Republic of Tatarstan.[4]

The competence-based approach, the necessity of implementation into the public civil service of which is stated in the Decree of the President of the Russian Federation V.V. Putin, is in the basis of formation and functioning of the system of human resources reserves. [5]

In 2010 the comprehensive competence approach to assessment of efficiency of managerial activities in the field of public civil service was tested and implemented in Tatarstan for the first time among the regions of the Russian Federation by the initiative of the President of the Republic of Tatarstan R.N. Minnikhanov. It became the basis of the system for the formation of multi-level personnel reserve of the Republic of Tatarstan.

Comprehensive competence-based analysis is the technology aimed at assessing the level of development of management competencies and professionally important skills of senior executives (Managerial Human Resources) of institutions, enterprises, commercial and non-profit organizations. The technology integrates interdisciplinary approaches of organizational-activity game-practice, the elements of microeconomic, macroeconomic and meso-economic modeling. [6]

Federal Reserve of management personnel, the structure of which is presented below in Figure 1, has a special place in the structure of reserves of senior executives in the civil service.

At the beginning of 2014 92 representatives of the Republic of Tatarstan were in the Federal Reserve of senior executives, including:

- 38 people in "High level";
- 25 people in "Basic level";
- 29 people in "Advanced level".

The reserve of senior executives under the patronage of the President of the Russian Federation ("Presidential hundred" and "Presidential thousand") is also the part of the Federal Reserve of Managerial Human Resources. At the end of 2013 11 representatives of the Republic of Tatarstan, 2 of which are in the "Presidential hundred", were in this reserve.

Fig. 1. Structure of federal managerial reserve

Today, public and municipal servants, deputies, activists of political parties and movements, graduates of educational institutions, specialists of different forms of ownership; persons with experience of research, teaching, information and analytical work; persons belonging to the banks staff of ministries, departments, etc. are the sources of formation of personnel reserve in structures of public service.

Employees of non-state, business structures are included into the reserve with their consent and are trained by the individual plan.

4. Conclusions

Here is the example of staff composition of the reserve of Managerial Human Resources of the Volga Federal District of the Republic of Tatarstan (table 1).

Table 1. Staff composition of the reserve of Managerial Human Resources of the Volga Federal District of the Republic of Tatarstan

1.	Chief medical officers of clinical hospitals of the Republic of Tatarstan	2
2.	Deputy ministers of the Republic of Tatarstan	4
3.	Chiefs and chief deputies of departments of public authorities of the Republic of Tatarstan and business organizations of the Republic of Tatarstan	11
4.	Heads of departments of administrations of central and local authorities of the Republic of Tatarstan and their deputies	8
5.	Head of the regional office of the Russian Federation	1
6.	Counselors and referents of public authorities of the Republic of Tatarstan	5
7.	Heads of executive committees of municipal entities of the Republic of Tatarstan and their deputies	8
8.	Chiefs and chief deputies of business entities of different forms of ownership of the Republic of Tatarstan	15
9.	Associate Member of the Academy of Sciences of the Republic of Tatarstan	1
10.	chief of administration of public authorities of the Republic of Tatarstan and their deputies	2
	Total	57

According to Table 1, the reserve composition consists of a large number of professionals in the field of public and municipal authorities - 39 persons, of reservists from the leaders of business entities of various forms of ownership - 15 persons, and the number of representatives of health and education is 2 and 1 accordingly. Analysis of the data shows that the reserves of Managerial Human Resources are recruited from a larger number of public and municipal officials. Now let's have a look at the final table 2, where we provided information on the multi-level reserve of Managerial Human Resources in the Republic of Tatarstan.

Table 2. Multi-level reserve of the Republic of Tatarstan

	Type of reserve	Are in reserve (people)	Are appointed for higher posts (people)
1	Federal reserve of Managerial Human Resources	92	-
2	Reserve of Managerial Human Resources of the Volga Federal District	57	37
3	Reserve of Managerial Human Resources of the Republic of Tatarstan	73	47
4	Personnel reserve of public authorities of the Republic of Tatarstan	927	260
5	Personnel reserve of the Republic of Tatarstan	9	2
6	Reserve of Managerial Human Resources of local authorities, municipal entities of the Republic of Tatarstan	3116	465
7	Total	4274	811

Analysis of the presented information allows to conclude that today the integrated system of personnel reserves with possibility of vertical and horizontal rotation of personnel is built in the Republic of Tatarstan.

This system is a "closed" cycle which includes multi-phase stages of assessment and stages of development of

competencies with subsequent possibility of vertical and horizontal rotation of personnel.

In our opinion, the existing system of multi-level personnel reserve of the Republic of Tatarstan promotes the efficiency of personnel decisions, forms the integral system of personnel potential of the region and the dynamics of its development, and also forms a multifunctional teams of high-potential senior executives.

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