



2nd GLOBAL CONFERENCE on BUSINESS, ECONOMICS, MANAGEMENT and
TOURISM, 30-31 October 2014, Prague, Czech Republic

Role of Competence-Based Approach in an Increase of Efficiency of Public Administration

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Abstract

Rapid pace of modernization of Russia, implementation of "breakthrough" projects, acceleration and expansion of scale of introduction of high technologies actualize the actions aimed at personnel provision of processes of innovative development of the country. Taking into account the scale and complexity of the objectives facing executives in the sphere of public civil service, work on development of professional and administrative potential demands the use of a complex approach and adaptation of the best world practices in the field of human resource management to requirements of public civil service of the Russian Federation. Authors focus on the use of the complex competence-based analysis – an innovative high technology, which promotes an improvement of the level of human potential of organizations. A positive example of conducting the complex competence-based analysis in public service of the Russian Federation is the Republic of Tatarstan. The Practical experience of implementation of the project, special features of technology and results of realization are generalized in the article. The major result of the project implementation in the Republic of Tatarstan was creation of a software product, containing a comprehensive information on the personnel potential of civil servants: integrated reports (on all participants, on concrete authorities and structural divisions), individual reports and dynamics of execution of personal development plans, rating data, including data on each estimated competency separately.

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Selection and/ peer-review under responsibility of Academic World Research and Education Center

Keywords: efficiency of public service, competence-based approach, model of competences, professionalism of public civil servants.

1. Introduction

Among a set of problems of increasing the efficiency of public civil service of the Russian Federation, in our opinion, it is necessary to underline the following: replenishment of administrative staff with highly professional and

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competent experts and an increase of a professional level of the public civil servants in the process of performance of their functional duties.

Taking into account the scale and complexity of the objectives facing executives in the sphere of public civil service, work on development of professional and administrative potential demands the use of a complex approach and adaptation of the best world practices in the field of human resource management to requirements of public civil service of the Russian Federation. Methods and technologies providing an objectivity of estimates, accuracy of forecasts of potential efficiency of executives on a workplace, minimization of risks when assigning to a position are necessary. The record of features of social, economic and political development of industry and regional objectives which were incorporated into a configuration of the project on carrying out the complex competence-based analysis of public civil servants of the Republic of Tatarstan is important. (Belaya, 2013)

2. Scientific and methodological basis of the project

The complex competence-based analysis (Abada) the innovative high technology accumulating the best domestic and world experience (Dolgikh, & Kornilova2011) integrating interdisciplinary approaches of organizational-activity game technologies of the Assessment-center, (Terekhova & Mikhailova, 2011) simulation modeling, (Grelva, 2013) which contributes to the improvement of level of personnel potential of organization. Evaluation activities were formed by strategic modeling of situations with structured problems which have a multiplicity of solutions in a format of organizational-activity game.

Simultaneous use of various tools of an assessment, distinction of forms of manifestation of competences, division of processes of supervision and assessment in time, cross assessment are aimed to provide a high validity of the whole procedure, creating thus an opportunity to estimate the potential of management teams and to predict their behavior at the solution of real strategic and current working tasks.

3. Technology description

Conducting the complex competence-based analysis assumed a development of multilevel model of administrative competences and professionally significant skills for various groups of senior positions. Development procedure was in a format of conducting individual interview and focus groups with executives of higher positions. Finally the multilevel model of competences for the executives, including a detailed description of indicators of competences and considering performance specifics of target audience was created. The example of multilevel model of competences is given in table 1.

Table 1. Complex model of administrative competences of executives in the sphere of public civil service.

| Integral competence | Senior executives | Mid-level executives | Lower-level executives |
|------------------------------|-------------------------|---------------------------|------------------------|
| Communicative effectiveness | | | |
| Communication | Effective communication | | Building Relationships |
| Teamwork | Influence | Team spirit | |
| Process management | | | |
| Solution of managerial tasks | Strategic vision | Systematic vision | |
| Efficiency management | Integral coordination | Efficiency management | Performance management |
| Managerial motivation | | | |
| Responsibility | Focus on results | Managerial responsibility | |
| Social responsibility | | Social responsibility | |
| Adaptiveness | | | |
| Innovativeness | Openness to new | Implementation of changes | Managing changes |
| Development | Improvement | | Systematic development |

Full-time procedure of the complex competence-based analysis represented a complete evaluative action in the form of imitating-activity game during which participants were offered to solve various modeled situations related with an acceptance and implementation of administrative decisions and a need of manifestation of professionally significant skills. Procedure also included a profound interview on competences and a process of integration of estimates of experts on each specific participant.

During the evaluative activities a special accent is on creation of climate of trust, which allows to realize a greater, in comparison with the standardized procedures of an assessment, intensity of open feedback. Partner interaction becomes the major constant - it assumes recognition of the value of other person's identity, his opinions and interests. Participants have an opportunity to see themselves objectively from the outside and to reflex own system of beliefs and ideas that presents the necessary prerequisite of psychological readiness for receiving new knowledge and skills.

Following the results of the project an individual report on each participant of the complex competence-based analysis was formed which contains a detailed description of a level of development of estimated administrative competences and professionally significant skills of the executive and a recommendation for his further development. Also the plan of individual development was developed in which recommendations of experts on address development of competences in a form of interactive educational programs which are carried out in the process of training courses are reflected that allows to build a target address system of training. Schematically the procedure of the complex competence-based analysis is presented in the second table.

Table 2. The complex competence-based analysis

| Model of competences | Methodology preparation | Assessment | Final documents |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------|
| -Study of strategy, human resource documentation, organizational culture; -Conducting structured interviews, focus groups; -Formation of a multilevel model of competences. | -Development of methodical materials on carrying out a procedure of the complex competence-based analysis according to specifics of organization. | -Organizational-activity game; -Analysis of a system of goal-setting and expanded questioning of participants; -Integration session of consolidation of results of internal procedure. | -Preparation of final individual reports; -Presentation of the analysis results in the form of an integrated report to the state authorities. |

4. Results of the project

Implementation of the project of the complex competence-based analysis has allowed to:

- to create a multilevel personnel reserve - from reservists for positions of heads of structural divisions to an administrative board of public authorities of a region;
- to form a complete and objective information on the level and dynamics of development of administrative competences and professionally significant skills of an administrative board of each state body;
- to predict efficiency and productivity of executives, to find out their focus on increasing the efficiency of organizational processes;
- to cover the demand for highly qualified managers by means of existing internal staff capacity;
- to improve a system of horizontal and vertical rotation of staff due to an increase of objectivity and a speed making of personnel decisions;
- to define and unlock the potential of employees of leading group positions, to increase their motivation to self-development of competences;
- to optimize expenses on development of administrative competences of executives by means of introduction of a system of individual planning of training;
- to increase motivation of executives to receive new knowledge, skills, which are necessary for effective implementation of administrative activity.
- to create a uniform database on a level of administrative potential of heads of government bodies and civil servants of various groups of positions.

The major result of the project implementation in the Republic of Tatarstan was creation of a software product, containing a comprehensive information on the personnel potential of civil servants: integrated reports (on all participants, on concrete authorities and structural divisions), individual reports, rating data, including data on each estimated competency separately.

In our opinion, implementation of this project is a powerful motivating factor for the public civil servants not only on manifestation of necessary competences, but also on their self-development. Finally implementation of the project will allow to increase considerably an overall performance of public authorities, promote an innovative development of the Russian Federation as a whole, assist in fixing of the advanced positions of social, economic and political development.

Finishing the short characteristic of the carried-out project, it should be noted that the complex competence-based analysis is realized in the Republic of Tatarstan since 2011. Target audience and number of participants are presented in table 3.

Table 3. Target audience of the complex competence-based analysis.

| Target Audience | Number of people |
|-----------------------------------------------------------------------------------------------------------------------------------|------------------|
| Executives in the sphere of public service (38 public authorities) | More than 2000 |
| Executives in the sphere of municipal management (45 municipal areas and city districts) | More than 300 |
| Executives in the health care sphere (118 healthcare institutions) | More than 100 |
| The regional body of observers "For clean elections" (formation of a youth personnel reserve of association of lawyers of Russia) | More than 5000 |

The work on personnel appraisal is continued until now.

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