

Renovative system of professional capacity reproduction as effective regional management condition

Sistema renovador de reproducción de capacidad profesional como condición efectiva de gestión regional

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ABSTRACT

The article studies the orientation of professional potential reproduction to ensure the effectiveness of regional management, discloses the mechanisms for management professional potential transformation into the indicators of its effectiveness and efficiency. They provided the data of the sociological study "Professional potential reproduction system development among regional management personnel". The result of the study in this direction was the developed cumulative technology for computer assessment of the competence potential among regional management employees, which includes three blocks: assessment unit, planning unit, and control (correction) unit.

Keywords: renovation system, professional potential, public service, effective management.

RESUMEN

El artículo estudia la orientación de la reproducción potencial profesional para garantizar la efectividad de la gestión regional, revela los mecanismos para la transformación del potencial profesional de gestión en los indicadores de su eficacia y eficiencia. Proporcionaron los datos del estudio sociológico "Desarrollo potencial profesional del sistema de reproducción entre el personal de gestión regional". El resultado del estudio en esta dirección fue la tecnología acumulada desarrollada para la evaluación informática del potencial de competencia entre los empleados de gestión regional, que incluye tres bloques: unidad de evaluación, unidad de planificación y unidad de control (corrección).

Palabras clave: sistema de renovación, potencial profesional, servicio público, gestión efectiva.

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1. Introduction

Professional potential reproduction is of particular importance and relevance for effective management of the region under the conditions of its systemic renovation, the meaning of which is precisely the orientation of professional potential reproduction towards regional management effectiveness provision. During previous studies, they emphasized the first half of the logical link “the systemic renovation of professional potential reproduction - the effectiveness of regional management”. The second part of the link was implicated in the general context of the presentation. In this case, it acquires an already expanded, explicit character. In this regard, we clarify the general research task - to reveal the mechanisms of management professional potential transformation into the indicators of its effectiveness and efficiency. The task includes three subtasks: firstly, the ways of individual professional potential aggregation into group (structural) ones and then into institutional ones; secondly, the ways of model integration for professional and institutional effectiveness; thirdly, the organizational and technological models for regional management efficiency provision. At that it should be noted that the objectives of the study do not include clarification of efficiency and effectiveness concepts in relation to state and municipal government, justification of evaluation criterion system, the comparative analysis of evaluation methods, etc.

2. Problem study degree

There is a significant array of publications related to the topic of research. The competency-based approach (J. Raven, S.M. Spencer, S. Witness, S. Holliford) was widely used in the study of staff professional development issues in state and municipal government [17, 18, 22,27]. In the framework of this approach, professional competencies are studied actively (A. Nikitina, M.I. Sycheva) [16,25].

One should distinguish the group of scientific studies highlighting the issues of personnel and professional potential reproduction management, namely: personnel management strategy [8,9]; personnel policy [20,21,28]; the development of competency models [14]; the assessment of professional development of personnel [19]; competency-based approach application to assess the certification of state and municipal employees [3,5].

This group also includes the research on social institution management methodology [4], the technologization of state and municipal government [6], the development of the sociological and socio-technological culture of managerial personnel [7,12], personnel technologies [2,23].

Let's note the studies that reveal the problems of state and municipal management effectiveness, the conditions and the ways for managerial effectiveness and efficiency improvement [13,15,29]. Criteria and performance indicators are defined and described in the works by T. Kartseva, I. Sheburakov [11,24], effectiveness evaluation methods - in the works by E. Akimova [1]. They should also highlight the works related to the consideration of regional management effectiveness [10].

3. Research methodology

They used the materials of the study “The development of a system for professional potential of regional management personnel reproduction” - an expert study in five regions of the Central Federal District of the Russian Federation in 2013-2014 (127 government employees were interviewed), as well as the materials from the study “The study of the corporate culture of civil servants of the Belgorod Region” conducted in 2016 in the city of Belgorod (808 civil servants were interviewed). They used the data of the sociological study “The evaluation of the municipal personnel policy effectiveness of the city of Belgorod”, conducted in the city of Belgorod in 2014 (1100 municipal employees were the respondents).

The collection of primary sociological information was carried out through a questionnaire, the analysis of documents, free interviews and observation included. The methods of empirical data grouping and typologization and the qualitative analysis of factors are also used.

The empirical sources of research are regulatory, legal and analytical documents of federal, regional and municipal governments on personnel policy and personnel potential reproduction;

4. Main part

127 experts took part in the sociological study “The development of professional potential reproduction among regional management personnel”, most of whom have been in the public service for more than 3 years. The emphasis of the study on this particular group of respondents is conditioned by the need for experts to analyze the real experience of public service.

The link between the development of professional competencies and management efficiency is unequivocally

noted by the majority of experts (86.62%). The awareness of this relation by experts makes us to understand the need of causal interaction development between public servant effectiveness indicators and the indicators of success in regional management. Tracking and establishment the vector of dependence between acquired (or development level) professional competencies and the level of the entrusted region development involves the use of a qualitatively new approach to professional potential management among public servants.

The effectiveness of regional management is determined not only by its professional potential, but also by many other factors. Based on the expert survey, 17 factors were identified that mainly "cover" the area of managerial effectiveness determination. Then the experts were suggested that to evaluate the determination significance of the identified factors using 5-point scale.

Assessing the conditions that determine the effectiveness of regional government bodies, the experts determined the introduction of control not only over incomes but also over the expenses of employees (30.71%), the imposition of sanctions for rude and disrespectful treatment of employees with citizens (25.40%), the organization of broadcasts of meetings and online meetings via the Internet (25.98%) for the group of stronger influence.

The least significant conditions included accounting only for professional abilities and merits when you are hired for state and municipal services (32.28%), continuous improvement of managerial personnel professional potential (43.31%), the rational use of the managerial personnel professional potential (46.03%), the optimization of career advancement of managerial personnel taking into account their professional potential (37.10%), the establishment of a direct dependence of employee salaries on the results of activities (46.03%). The absence of conditions assessed by experts as unambiguously important, a rather large group of conditions assigned to the group without influence allows us to conclude that there is the regression of the management mechanism that ensures the effectiveness of the governing bodies of the modern region.

An expert assessment directly indicates a critical situation in efficient and effective regional process provision. The current situation requires an immediate review of the existing system of measures to create the conditions for the professional functioning of regional employees, to search for innovative forms of incentives aimed at real-life requests of a modern manager.

Special attention is required to study the current situation with simulation practices ensuring the necessary conditions for the professional activity effectiveness of regional public servants. The imitation of conditions organization and fulfillment for the necessary support of professional activity deliberately eliminates all efforts to create an effective reproductive cycle of the regional management personnel professional potential.

According to experts, the most important reasons of public administration ineffectiveness are the following ones: an excessive bureaucratization of management (50.39%), incompetence of officials (39.37%), total irresponsibility in the management system (36.00%), corruption (48.41%), the lack of a national idea (31.50%), population distrust to state authorities (46.46%).

Having ranked the measures on current situation change, the experts consider the measures increasing the motivation of public servants, introducing special payment conditions to stimulate highly efficient work (55.12%) and to increase the professionalism and competence of public servants (51.97%) as the most important ones. According to experts, the increase of professional and civil responsibility of civil servants (40.94%) and the increase of public confidence in public authorities (39.37%) is no less significant.

Assessing the importance of new principles of personnel policy introduction in the public civil service system, the experts identified a number of the most promising areas of modernization in their opinion: the creation of objective and transparent competitive selection mechanisms (52.76%), the formation of personnel reserves through the selection, training and career growth of candidates for post replacement and their active practical use (52.76%), the establishment of a special procedure for remuneration depending on the achievement of professional performance indicators (41.73%), the improvement of material and moral motivation system among public servants (53.54%), the expansion of probationary period use practice during post replacement (33.07%).

Analyzing the comparative importance of material incentive measures, the experts found the following motivational measures to be most effective: the organization of remuneration depending on the achievement of professional performance indicators (59.06%), the payment of bonuses for the performance of especially important and difficult tasks based on work results (64.29%), raising the level of civil servant wages to competitive one at the labor market (63.78%).

Taking into account the general research task - to reveal the mechanism of the professional potential of regional management transformation into the indicators of its effectiveness and efficiency - it is worth noting in this study the ways they perform the aggregation of individual potentials of state and municipal employees into the competence potential of governing bodies.

The result of the studies in this direction was the cumulative technology we developed for computer assessment of the competence potential of regional government employees.

The analytical capabilities of the technology involve the evaluation of the regional government competence at various levels:

- individual competence potential (individual level) - involves the assessment of a particular employee who is in a particular position and performs the functions corresponding to that position. The need for this type of assessment is associated with the ability to determine the conformity of the position, individual work in problematic (scarce) competencies, the formation of individual professional development cards, administrative decisions on career and reserve strategies of a professional. Individual competence potential, both functional and promising, is a working tool for personnel and organizational planning. Personnel reserve personification can be used both at the regional and federal levels, provided that a regional and federal personnel portal is formed - the database of profiles and personalities that can satisfy certain requirements of a functional or prospective order, formed both at the local and federal levels;

- job competency potential (job level) - involves the cumulative assessment of some position, the possibility of functional and prospective order provision by the competency-based capabilities of the job subculture personnel who are in job niches, as well as an extrapolated forecast of performance and indirect regional indicators related to the functional main of the assessment. Such an aggregate assessment allows the global analysis of the regional government position and determines the corrective educational order;

- competency potential of management (structural level) involves a cumulative assessment of the department competency potential, which may be regional management departments, as independently functioning cells of the regional government and the elements of a single mechanism, to correct its competency deficit and determine the "weak" link of regional management. The emphasis of analysis at this level of assessment shifts from personal and official performance to the aggregate activity result of a department, which is possible with the existing competency picture. The forecast of each unit performance of the regional government allows us to anticipate violations in the supply chain of services to the population of the region and prevent consequences that may affect the social well-being and life quality of a regional client;

- the competence potential of the regional government body (administrative level) makes it possible to obtain the synthesis of diagnostic and analytical data on the competence deficit and surplus, functional and promising problem field, to assess the likelihood of strategic goals and foresight guideline achievement. In fact, this level of assessment is some form of certification of the regional management competency level to the requirements of the social and administrative (federal) order to ensure an appropriate indicator of the region socio-economic development.

The coherence of analysis levels, their hierarchical elaboration, allows us to conclude about the state of local regional management by three main positions: competency-based potential - the effectiveness of activity - the quality of life in the region.

The cumulative assessment technology includes three units: assessment unit, planning unit, and control (correction) unit.

1. The assessment unit combines the functions of multilevel diagnostics and the analysis of the functional competence potential of regional government bodies. This unit consists of the following subunits:

1. The choice of competency profile - includes the personal orientation of an assessed respondent by official groups of regional management. In the case of an exact choice, the set of prototype competencies is first transformed into the competency model of the job group, on the basis of which, the profile for competency evaluation of a particular position is developed. The prototype, the models and the competency profiles of regional employees are in the databases, and can be supplemented, expanded or changed at the request, which allows the use of the program resource proposed for consideration to assess the competence potential of any organization, provided that its local database of competency profiles is created. Moreover, the universalistic potentialities of the proposed product will make it possible to obtain a system program in the database of which specialized complexes of manned organizations can be placed initially. The result of this sub-unit is a specific normative competency profile of the evaluated position, allowing the respondent to see the set of competencies and their implementation levels necessary for an effective performance of the official's functional load.

2. The diagnosis of competence development and implementation level recorded in the job profile, based on indicator models of the prototype competency set. This diagnosis can be represented by the data of specific employees or by the statistical majority of the unit. The program features allow you to reproduce comparative

charts that reflect the overlap of real and normative competency profiles of jobs or comparative schedules of specific employees. Subunit results are the following ones:

A. Diagnostic and statistics data:

- Evaluation competency profiles of regional employees who have undergone diagnostics (individual level);
- Evaluation competency profiles with the statistical distribution of the posts that have passed the assessment (job level);
- Evaluation competency models with a statistical distribution among the personnel of organizational units that have passed the assessment (structural level);
- Evaluation competency prototypes with a statistical distribution throughout the regional government (administrative level).

B. Comparative statistics data:

- Comparative assessment charts of real competency profiles at an individual level of assessment (personal comparison) - the comparison of indicators of specific employees - helps in making personnel decisions regarding career and rotational changes, when you decide on the formation of a personnel reserve;
- Comparative assessment charts of normative and real competency profiles at the individual and job level of assessment (normative comparison) - allow you to visualize the problem deviation or the competency norm excess;
- Comparative evaluation charts of competency-based model indicators of regional government body units (structural comparison) - the use of comparative and competitive mechanisms in the development of labor collectives, as the motivating forms of professional potential development among regional employees. In the case of the expert or administrative formation of the normative competency profile of a unit, there is also the option of normative comparison implementation at the structural level - the specified normative profile for the unit is placed in the program database and can be retrieved on demand to create comparative competency diagrams;
- Comparative assessment charts of real competency prototypes of regional government bodies (administrative comparison) - a potentially possible form of assessment, subject to network use of the resource and the creation of interregional and federal portals where competency indicators of regional administrative structures will be posted. As in the previous case, through the development of competency requirements for a regional government body by federal experts, a normative competency profile can be laid in the federal portal, with which it becomes possible to compare regions normatively with respect to the competence potential of their employees.

1. The analytical report on the diagnosis involves the development of a problem profile and the determination of functional competency deficit and surplus, presented in the form of a qualitative, quantitative and prognostic indicator.

- The qualitative indicator of functional competency deficit is a set of deficient competencies, indicating the required level of development and its indicator characteristic. The qualitative indicator of a functional competency surplus includes the set and the description of competencies whose development level exceeds the profile requirements;
- The quantitative indicator of the functional competence deficit is an integral coefficient of the functional load implementation effectiveness among employees and makes it possible to assess its performance. The quantitative surplus indicator makes it possible to obtain the coefficient of professional potential that is not used when you fulfill the functional load and to determine the probability of occurrence of all directions (scenarios) of professional regression pathologies. The analysis of this indicator in conjunction with its high-quality analogue, its correlation with functional requirements, suggest personnel changes and the change of official assignment complexity level;
- The prognostic indicator of deficit and surplus - makes it possible to establish the relation and clearly demonstrates the areas of possible problems and (or) success of the activity and the growth and (or) decline of performance indicators (directions and indicators) of the subject and higher level activity.

The analytical report on all indicators can be done at all levels of regional management competence potential evaluation: individual, job, structural and administrative. For the full implementation of all analytics capabilities at the structural and administrative level, it remains an important technical condition to create and place normative functional competency profiles of the same departments and a single regulatory profile for regional governments in the software base or on the regional, interregional and federal portal.

The results of this sub-unit are the following:

- The list of deficient competencies (mismatch with the functional order) for the individual and structural level. In the case of unit and body regulatory profile development - also for the structural and administrative level;
- The list of surplus competencies (functional order exceeding), with the same conditions of presentation;
- The coefficient of the functional load efficiency (maximum indicator 1), the same conditions of the coefficient calculation at all levels of assessment;
- The coefficient of unimplemented competency potential, indicators of pathological scenario likelihood for the development of a professional situation (professional regression, stagnation and burnout);
- The list of specific performance indicators of an employee, the main line, unit or body, as well as indirect indicators of the socio-economic development of the region, decreasing as the result of the functional competence deficit;
- The list of specific performance indicators of an employee, the main line, unit or body, as well as indirect indicators of the socio-economic development of the region, increasing the presence of a functional competency surplus.

2. The planning unit includes the functions of strategic orientation (foresight goal-setting) and strategic assessment of the competence potential for regional management. The following subunits are located in this unit:

1) The definition of foresight goals and strategic objectives consists in a qualitative assessment of development prospects, political vectors, strategic priorities, which is transformed into high-quality managerial positions regarding the desired future and specific tasks for their achievement. The tools of the section are the clarifying concept windows, as well as the relevant material of programs, the strategies and the documents for planning policy and the Russian Federation and region development proposed for consideration. Concept windows offer step-by-step instruction for the development strategy determination in respect of regional management personnel, offering the user guiding questions and the options for expert assessments and suggestions on foresight goals and objective modeling. The result of the subunit is a formulated strategic landmark and strategic objectives in key areas of regional development.

The potential of the program allows you to accumulate the results of work on this subunit in the database and carry out the comparative and integrating function of the resource:

- the comparative function of the subunit is implemented by comparing two or more variants of the strategic vision of the region foresight scenario;
- the integrating function is the combining of the selected intelligent products in the database and their provision to the user as a single heuristic result of experts.

The level assessment is presented in this subunit as the possibility of strategic modeling of level tasks, with a consistent decrease of the hierarchical status: regional level - administrative level - structural level - job level - individual level. Moreover, the variability of goal hierarchy development allows the use of different procedural approaches:

- conceptual approach - a generalized version is possible, in which one basic level (for example, regional) is developed, which averages the requirements, but sets the boundaries of strategic and personnel guidelines for all levels.
- centralized approach - the entire hierarchy can be determined by one expert or a group of experts at the same time;
- decentralized approach - the entire hierarchy can be determined by one expert or a group of experts at the same time. This approach can be implemented in two ways:

1) direct planning of the strategy - expert opinions can be used that are reference for assessment levels - a federal expert can formulate and post general strategic guidelines for the federation (federal level) on the federal portal; the heads of regional representations form the foresight strategies for a governing body (administrative level); the heads of structural divisions - the strategic guidelines of departments (structural level); job elites - the strategies for the job line development (job level); employees formulate personal professional strategies (individual level). Such an approach requires the consistent filling of all hierarchies, with the orientation to the previous heuristic;

2) top-down strategy planning - a federal expert can formulate and post general strategic guidelines for the federation and regions on the federal portal (federal and administrative level); the heads of regional offices formulate foresight

strategies for departments (structural level); the heads of structural divisions - the strategic guidelines for positions and personnel (job and individual level); official elites - the strategies for the development of specific officials (individual level).

1) The development of a prospective competence profile - the profile is developed on the basis of an expert evaluation of the previous goal-setting and involves a consistent correlation of the selected guidelines for the development of the region with the competencies of the prototype. The result of the first stage is a promising competency model of a foresight expert. The second stage of the section is the definition of requirements for model components, which allows you to develop the competency profile of a promising expert (the expert of the future, foresight expert), whose presence is the prerequisite for promising area of strategic planning achievement. Such a result of the subunit will be obtained in the case of the main regional strategy development (conceptual planning) for the previous actions of the expert. In three other cases (centralized and decentralized approaches to planning), the result is a set of hierarchically arranged target profiles, each of which represents a personnel benchmark for the respective regional management services.

2) The assessment of the compliance of posts with a specific long-term profile of competencies, involves the diagnosis of individual, official, structural and administrative compliance with prospective competence potential. It can be carried out both by individual diagnostic methods (accurate assessment), and by expert determination of the necessary competence availability in groups or in the management body as a whole. The diagnostic procedures result of data monitoring, as well as comparative statistics similar by positions to the diagnostic sub-unit in the evaluation unit.

1) The analysis of the prospects for strategic goals and objective achievement on the basis of the existing prospective competence potential allows us to assess the likelihood of prospect implementation and determine the zone of prospective competency deficit or surplus. Consideration of this position from the point of view of specific competency-based characteristics allows for personnel planning and the launch of a mechanism for personnel potential reproduction in accordance with long-term requirements. These opportunities for promising action are especially relevant in the area of regional and federal government, and allow you to anticipate the equipping of administrative tasks and goals with appropriate professional support.

During the analysis, the function of strategic landmark planning correction (returning to the first planning sub-unit) can be implemented, which is possible in two directions:

- 1) The decrease of requirement level for the competency indicator, due to the groundlessness of the prospective request;
- 2) The increase of requirement level for the competency indicator, due to the presence of a surplus of competencies, or the development of new strategic guidelines that expand the horizon of long-term planning, due to the presence of unused, promisingly important professional potential.

The results of this sub-unit are the following ones:

- the list of deficient competencies (inconsistency with the prospective order) for an individual and structural level. In the case of the regulatory profile development of the unit and body - also for the structural and administrative level;
- the list of surplus competencies (a prospective order exceeding), with the same conditions for submission;
- the list of problematic strategic tasks that are not equipped with competence support.

3. The control unit (correction). This unit includes four subunits.

1. The correction of functional competency deficit involves the consideration and the selection of educational correction programs. The programs are a downloadable unit and are updated according to the current offer of the educational services market of the regional DPO and interregional and federal centers. In addition to this function, the subunit provides for applying to the reserve of the Federal Portal, where reservists with the required competencies can be selected. If there is a lack of competencies within the framework of the official, structural and administrative level, a competency request may be generated in the Federal Portal (for one or several competencies) - in this case, the selection of a reservist is carried out by competency surplus analysis. The result of the subunit is the following:

1) the educational matrix, the development of which can be carried out at all levels of analysis (individual, job, structural, administrative), which is the report on the necessary educational programs that correct the existing

functional competence deficit in terms of replenishment. Such a matrix plays the role of an educational order for educational service providers of a corporation, a region, and the Federation;

2) a functional competency order, consisting of deficient competencies, sent to the Federal Portal of Competency Management, and which is the guide during managerial decision making, personnel policy correction and rotation program development for regional personnel services.

2. The management of the functional competency surplus consists in the qualitative analysis of the surplus characteristics and the formulation of promising tasks that can be placed in the regional database and removed from there when you implement the function of long-term planning - and is offered to the manager as the options for strategic guidelines. The bearer of the competent competency surplus can be placed in the regional and federal personnel reserve base as the holder of specific surplus competency characteristics and at the same time the owner of a unique competency profile. The room of the reservist is accompanied by the additional processing of his personal and address (official) data (resume), in order to be able to extract complete information from the database and consider it during management decision making. The result of this sub-unit is the following one:

- the list of tasks for strategic planning;
- the candidates for a personnel federal and regional reserve development.

1. The correction of prospective competency deficit involves, in addition to educational correction, the connection to the databases of specialists meeting the competency requirements of the territory, which form the personnel reserve of the Federation and regions, and review their competency profiles against the background of perspective order profiles. Correction based on such a rotation and selection of personnel allows not only to receive timely human resources, but also to make a promising order for the Federal Portal to form an appropriate personnel reserve. As part of the work in this subunit, a request can be made to the Federal Portal, where the required promising profile or the scarcest competencies is loaded into the order area. In response to the request, the list of personnel service respondents capable of implementing the strategic guidelines of a specific Federation subject is formed in the database of the Federal Portal. The result of the work is a promising competency order of the subject and the list of reservists.

The management of a prospective competency surplus involves the actions similar to the actions of the functional surplus management unit, but at the same time, it makes it possible to review the level and the range of strategic tasks in accordance with the increased human resources of the regional government

5. Conclusions

1. As a result of the study, they substantiated and offered the solution to the problem of the competency-building potential aggregation of regional management — individual, official, structural, administrative through cumulative technology and computer assessment — has been substantiated and proposed.

2. The description of the cumulative technology is provided, consisting of assessment, planning and management units (correction).

3. The assessment unit includes subunits: the choice of competency profile; diagnostics of development and implementation level of the competencies recorded in the job profile; the analytical report on the results of the diagnosis, which involves the development of a problem profile and the determination of functional competency deficit and surplus, presented in the form of qualitative, quantitative and prognostic indicators.

4. The planning unit, performing the functions of strategic orientation and strategic assessment of competence potential, includes the following subunits: determination of foresight goals and strategic objectives; building a promising competency profile; assessment of the compliance of positions with a promising competency profile; analysis of the prospects for strategic goals and objective achievement on the basis of the existing prospective competence potential, which allows to assess the likelihood of prospect implementation and determine the zone of prospective competence deficit or surplus.

5. The control (correction) unit provides for the correction of functional competence deficit, the management of functional competency surplus, the correction of prospective competency deficit, and the management of prospective competency surplus.

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