

The system of certification and performance evaluation of state employees in the Republic of Belarus

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Performance evaluation in the system of public administration is aimed not only at measuring certain indicators, but also at building a common policy of human resources management, designed to ensure the coordination of the activities of each civil servant at different levels with the overall management strategy. At the same time, the main goal is to encourage civil servants to constantly improve their professional knowledge and skills in order to be able to move up the career ladder and achieve a higher level in their professional development.

Approaches to evaluation and certification civil servants are based on two key components: evaluation of the effectiveness and efficiency of professional activities of civil servants for a certain period in the framework of individual tasks, formed with the objectives of the state body; determination of the professional competencies level, compliance of business and personal qualities of civil servants with the requirements for the relevant position.

Evaluation and certification procedures are complex and involve the use of various levels of assessment (individual, group, institutional or systemic) and the performing a series of interrelated stages.

The achievement of the goals and objectives set for a specific employee is evaluated at the individual level (they can be reflected in the individual development plan or another similar document).

The performance of a professional group, department of a government body or organization is evaluated at the group level.

The results of the activities of a civil servant or a group of servants are assessed to be consistent with the goals and objectives of the entire state body or sector of the economy at the institutional level.

As a rule, the compliance of the results of their activities with the program documents regulating the sphere of public administration is assessed at the systemic level.

According to the results of law enforcement practice, it is planned to intensify work on the implementation of specific software tools (testing facilities) for evaluation of activities and assessment of civil servants using modern means of automation of these processes.

In the Republic of Belarus a civil servant has a special legal status and performs socially oriented functions, since he exercises power on behalf of the state in the interests of the people. This explains special requirements of society for the quality of public services, efficient work of civil servants at all levels of public administration and the existence of effective mechanisms for assessing the effectiveness of their activities.

One of the key tools for the formation of a modern, professional state apparatus is a system of performance evaluation of public servants. Moreover, the evaluation vector should shift from measuring departmental reporting performance indicators to a comprehensive assessment of the effectiveness, coherence of the actions of each public servant, his/her value orientations with the

general strategy of the state body and the priorities of the country's socio-economic development as a whole. Properly organized assessment activities create the conditions for attracting and retaining the most talented, motivated, proactive and qualified specialists in the public service, stimulate civil servants to improve their knowledge and skills, make it possible to fully reveal and use their potential.

Evaluation of civil servants in the Republic of Belarus is carried out at various stages of professional activity, including when entering the civil service, extending the contract, moving to another position, assigning a class, determining an incentive measure, setting the size of the allowance, bonuses and other incentive payments; certification (attestation).

Approaches in the field of assessment and certification (attestation) of civil servants are based on two key components:

1. assessing the efficiency and effectiveness of the professional activities of civil servants for a certain period within the framework of individual tasks, formed taking into account the goals and objectives of the state body;

2. determining the degree of formation of professional competencies, the conformity of professional and personal qualities of civil servants to the requirements for the relevant position.

The mechanism for performance evaluation of public servants includes the following elements: principles, subjects, object, tools, methods. The principles on which the system for performance evaluation of civil servants is built should be based on the principles of civil service enshrined in Art. 6 of the Law of the Republic of Belarus dated June 14, 2003 No. 204-3 "On Civil Service in the Republic of Belarus" (hereinafter - the Law on Civil Service) [1]. As such, we propose to consider the following principles:

- legality - taking into account current legislation and compliance with priorities of the state socio-economic policy;

- credibility - verification of the initial information and accuracy of data about the civil servant obtained in the evaluation process;

- consistency - a strictly defined periodicity, regularity of assessment;

- formalization - the availability of evaluation criteria and reports on the results of its implementation;

- publicity - openness and transparency of information to provide to stakeholders;

- performance - achieving the goal.

The object of the assessment can be a person first entering the civil service, civil servant or government body. The managers, specialists of the HRM departments, certification (accreditation) commissions, subordinates, colleagues, independent experts, etc. are those who evaluate. Professional and personal qualities, civil servant performance and the effectiveness of the work are being evaluated.

An interview, a report on the work done, characteristics, testing, etc. can be used as assessment tools. The choice of tool should be carried out taking into account the individual characteristics of the evaluated person. Thus, upon admission to the civil service, candidates are checked for compliance with the qualification requirements contained in Art. 26 of the Law on Civil Service, as well as in other acts of legislation. These requirements include: appropriate education (with the exception of cases when a certain education is not required); the necessary length of service and experience in the field, unless they are not required for occupying a civil servant position; knowledge of the state languages of the Republic of Belarus; knowledge of the Constitution of the Republic of Belarus, laws in relation to the performance of relevant duties, etc. People first entering the civil service have to pass a qualification exam for assessment of knowledge of the Constitution of the Republic of Belarus, the fundamentals of civil service, state personnel policy and office work [2].

The methods of evaluating civil servants in the Republic of Belarus may include certification (attestation), the procedure for which is determined by regulatory legal acts approved by decrees of the President of the Republic of Belarus, as well as local acts of government bodies.

The purpose of certification (attestation) is to give an objective assessment of the practical activities of civil servants, the level of their professional knowledge, legal culture and career prospects. The aims of certification are to establish the conformity of the position to professional and personal qualities, to identify potential abilities and opportunities for further career advancement, to determine the need for further training or retraining. Certification (attestation) of a civil servant is carried out by the certification (attestation) commission of the government body in which he is in the service, with a frequency of every three years. It provides for the consideration of the official characteristics of the appraise, discussion of the head of the structural unit or body and the appraise. If necessary, testing can be arranged. In particular, tests to check the knowledge of people first entering the civil service, developed by the Academy of Public Administration under the aegis of the President of the Republic of Belarus (hereinafter referred to as the Academy of Public Administration), are used by all government bodies of the country.

The Academy of Public Administration is a leading institution of higher education, which provides training, retraining and advanced training of civil servants, ensuring the continuity of their education. Among the tasks of the Academy of Public Administration are: participation in the implementation of the state personnel policy, scientific and methodological support for the functioning of the institution of civil service in the Republic of Belarus, including certification and performance evaluation of civil servants. Based on the study of domestic and foreign experience, using modern technologies, the Research Institute of Theory and Practice of Public Administration of the Academy of Public Administration has developed and implemented various methods for selecting candidates for public service, assessment and professional development of personnel in the activities of state bodies. Surveys conducted with civil servants made it possible to concentrate on the main problematic issues arising from the exercise of their rights and the performance of functional duties: the absence or insufficiency of clear criteria for assessing the effectiveness of civil servants, the need to improve the system of motivation for civil servants, providing them with additional social and legal guarantees [2]. At the same time, Belarusian society sends the requests for the need to strengthen the responsibility of civil servants for compliance with labor and executive discipline.

Thus, the need is obvious for improving the system for performance evaluation of civil servants on the basis of an integrated approach, using various levels of assessment (individual, group, institutional and systemic) and the implementation of a number of interrelated stages. At an individual level, the achievement of those goals and objectives that are assigned to a particular employee is evaluated (they can be reflected in an individual development plan or another similar document). The performance of a professional group, department of a government body or organization is evaluated at the group level. The results of the activities of a civil servant or a group of servants are assessed to be consistent with the goals and objectives of the entire state body or sector of the economy at the institutional level. On the systemic - the compliance of the results of their activities with program documents regulating the sphere of public administration.

In the context of digitalization, the priority way of conducting assessment procedures is to use specialized software products (testing systems), which can help one to determine: the level of knowledge of legislative acts, organizational and administrative documents that a civil servant should be guided in his/her activities; the level of skills necessary for the effective performance of official duties; possession of character traits, a type of thinking that allows one to maintain working capacity under conditions of prolonged hard work and stressful situations; level of emotional intelligence. There is a need for a balanced adaptation of foreign experience on the use of KPI. Among the issues that need to be resolved, one can single out the frequency of assessing civil servants, strengthening the ethical component in their activities through the introduction of mechanisms for assessing their compliance with ethical standards and rules of official behavior, the impact of evaluation results on career prospects, the formation of individual plans for professional development and identification of training needs.

It is proposed to take into account these and other methodological approaches for improving

the certification (attestation) and implementing performance evaluation of civil servants in the draft Law on Civil Service, which is being worked on with the active participation of the Academy of Public Administration. The issues of certification (attestation) and evaluation of the performance of public servants will be the subject of discussion at the International Scientific and Practical Conference "Public Service: Current Status and Development Prospects", which is organized by the Academy of Public Administration together with Astana Civil Service Hub and the Council of Europe on October 22-23, 2019 in Minsk.

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