Personal Targets for Public Servants and Their Support the Governance's Performance Conception in Russia

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ABSTRACT

Public servants are important actors in the system of public goods delivery. Performance measuring governance in terms of the modern state is centres on establishing the contentment of the customers purchasing these goods. This means the public servants need special professional skills for this aim: A personal performance management based on professional growth and focused on the main mission of the government–social support in mind of fulfilling civil clients' needs. We would like to identify the degree of personal support for this conception. The research was carried out in December 2014 in the Republic of Sakha (Yakutia), Russia. In regard to sampling procedure, we utilised a quota sampling with a representative age and gender distribution. We selected 303 participants, all of whom in the position of public servants of the Republic of Sakha (Yakutia). The research method adopted was a questionnaire; data processing was carried out using SPSS. The results of the research show that public servants are still guided by old skills and requirements. Moreover, they are dedicated to the classical and old-fashioned conception of rational bureaucracy, based on M. Weber's principles, namely administrative efficiency, power hierarchy, formally established and clearly documented system of rules, and impersonal activity and emotional neutrality relations. Thus, most public servants consider their main goal as governance (28.2%). They describe their job as the performance of the state (42%), administration (17%) and execution of orders (17%). However, staff at the age of 30 years (35%) more frequently chooses the satisfaction of client needs and the delivery of public goods as the main goals of authorities. This gives us hope that, in the next 5 years, the professional skills of public servants will change in line with new requirements if the educational policy remains the same.

Keywords: Governance Performance, Human Capital, Public Servants
JEL Classifications: H1, J24

1. INTRODUCTION

The public service is one of the main institutions of ensuring civil concord in society. In line with Russian tradition, it is staff of executive authorities (Atamanchuk, 2008; Obolonsky, 2011; Barabashev and Straussman, 2007) who have to execute the function of state, including defence, policing and law-making. The same definition is typical for China, where the civil service is defined as the actor of governance (Chan and Suizhou, 2007; Wu, 2014). In the concept of "rational bureaucracy," Weber (1994) establishes the values of public service as administrative efficiency, power hierarchy, formally established and clearly documented

system of rules, and impersonal activity and emotional neutrality relations.

In the liberal tradition, public service has no political function. In the frames of New Public Management (NPM), this institution only deals with the system of public goods delivery. The main part of researches focus on the results of the administrative reforms in different countries and in different terms. They analyse the problems of the efficiency of the system of public goods (Banerjee and Hankla, 2014; Kumar, 2014; Puron-Cid, 2014; Knox, 2008; Héritier, 2001) of the concept of "good government" or "performance management" as the next stage of reform (West

and Blackman, 2015; Ullah, 2014) or of the professionalising of civil service during the reform (Gellén, 2013; O'Flynn et al., 2011). Public service needs further transparency and strengthening of cooperation with civil society (Ceron and Memoli, 2015; Rubtcova et al., 2015). In 2013, McCourt clearly shows no universal form of administrative reform, which will be successful in any country (McCourt, 2013). Nonetheless, the values are not drastically changed: In the Civil Service Code of the United Kingdom, four main ones are identified, namely integrity, honesty, objectivity and impartiality.

In Russia, for 70 years governance was guided by the administrative principles; now, however, in terms of globalisation, support and approval from the people are needed. If the Russian public servants internalise such values of public service–namely transparency, reducing government regulation, delegation of certain powers to private organisations, restructuring and marketization (UNISON Barnet, 2008) –the people's contentment with the quality of public goods would increase. This article is devoted to analysing these values.

Human capital in Russia was an objective of empirical research from the 1980s (Ivan'ko, 1986; Nazimova, 1981; Rubtsova, 2007; 2011; Rubtcova and Martianova, 2012; Rubtcova et al., 2013; Malinina et al., 2015; Rubtcova et al., 2015; Tarando et al., 2015). Sociologists were defining this as a social-economical characteristic of a person as a holistic entity of the labour process (Panukov and Chistyakov, 1988), and were measuring the concept in terms of age, health, educational and skill level.

2. METHODS

The research was carried out in December 2014 in the Republic of Sakha (Yakutia), Russia. The sampling procedure involved quota sampling with a representative age and gender distribution. The sample comprised 303 participants, all of whom were in positioned of public servants of the Republic of Sakha (Yakutia). The research method was a questionnaire; data processing was carried out using SPSS. The goal of the research is centred on the definition of the value basis of civil servants of the Republic of Sakha (Yakutia), which determines their motivational system. For a more complete analysis of attitudes of public servants, respondents were asked to choose a statement from the couple, where one statement fits the classical model of rational bureaucracy, whilst the other is "NPM."

The research questions are as follows:
1. How do public servants define the aim of their work?
2. What is the content of their labour activity?
3. Is there a difference between the attitudes of servants of different age groups?

To this aim, we can formulate and check the following hypothesises:
• Hypothesis 1: Public servants believe they should perform the function of the state.
• Hypothesis 2: The activity of public servants is more administrative than governance.

• Hypothesis 3: Servants younger than 30 years are more likely to admit new values, such as transparency and focus on client satisfaction.

3. RESULTS

Most of the respondents characterised their work in line with performing public functions (42% of the total number of respondents). They consider that the main goal of public service is governance (28.2%). Describing the structure of the working day, public servants noted that, most of the time, administrative activities (29.2% of the working time) were carried out, followed by the preparation of legal acts (21.4%).

In terms of the intensity of their work, most of the respondents – notably evaluated by 8 out of 10 (30.4%) – believed that the strength of their labour is high (65%) from 8 to 10 points. Confirmation of this is the fact that 47.8% of the respondents indicated that they are involved in work at the weekend at least once a month. However, their satisfaction with working conditions and income is quite high: Only 9.1% of the respondents intend to change their job in a short time, whilst more than 68% work as long as possible –until retirement or before reaching the age limit–whilst only 5% of respondents assess their financial situation as "poverty." The correlation between the assessment of well-being and career-planning is not high (Pearson's correlation coefficient was 0.087), which suggests a predominance amongst workers of the executive authorities of the Republic of Sakha (Yakutia) intangible motives.

Commending their status, most of the respondents identified public service traditionally, notably as an executive office (37.4%) and the subjects of public administration (25.3%). The majority of those who believe that officials are hired workers define the purpose of public service as the delivery of public goods (30.8%) (Table 1). When asked about in what they are guided in their activities, respondents often emphasised knowledge (84%), and instructions and guidance from senior management (76.4%). The orientation for the common good and economic efficiency, as an indication of the initiative, shows 32.7% and 24.4%, respectively, of the respondents.

Thus, the majority of public servants assess their work in the framework of the traditional concept of a rational bureaucracy. Those respondents who, in accordance with the requirements of the "NPM," indicated that the public service task is centred on providing public services and meeting the needs of citizens, however, believe that they will carry out public functions (Table 2).

When analysing the motives for joining a public service allows, the expectations of officials can be identified. Most of the respondents chose the opportunity for professional development and gaining experience of work (38.3%). However, when assessing the attractiveness of public service as a place of work, servants often note stability and social guarantees (85.5%) and career prospects (54.6%), that is, returned to the traditional benefits of public authorities. Those servants are guided by motives of public convenience increasingly show a willingness to change

jobs (Table 3). Stability was evident for those who are oriented towards the achievement of status or career.

Half of the respondents at the age of 30 years and under, who are going to change work in the next 5 years, have joined public service, focusing on self-development. Employees close to retirement age focus on stability (57.1%). We suggest that the reason for the disappointment in public services and the demotivation of officials is owing to the lack of initiative and the stress associated with the constant changing "rules of the game." This is also evidenced by the fact that most have expressed a willingness to change jobs with experience of public service from 1 to 3 years (21.1% of the total number reported the desire to retire in 3 years), and from 5 to 10 years (21.1%).

There is no significant correlation between gender and motivation in the public service (Pearson Chi-square is 0.702). Female public servants, when applying for a job, are recognised as more oriented to social status, whilst males are more centred on the possibility of influencing public life. At the same time, in establishing the status of women, officials often choose answers such as "employees" and "government entities," whilst men are viewed as "administrative apparatus" and "professionals." This might provide some indication of a higher level of self-esteem pertaining to male officials.

The officials who joined public service expecting career achievement or to improve their material well-being are guided by the orders of senior managers, which testifies as to the patron – client model of promotion in government. Those servants who expected power and stability are seen to rely on the law as their source of authority. Those who are applying for a job guided by the motives of participation in governance and to enhance their professional level (official-idealist) through their work are guided by economic efficiency and less by their knowledge. Thus, the willingness to accept the principles of the new system of organisation, as implemented by civil service as an organisation providing services on a par with business structures, depends on the initial installations.

Table 1: Distribution of answers about the purpose of the activity and the status of civil servants

The aim of public service	Hired workers (%)	Government (%)	Professionals (%)	Politicians (%)	Executive office (%)	Total (%)
Needs of citizens	10.3	16.2	20	0	19.6	16.9
Public goods	30.8	8.8	20	33.3	20.6	19.1
Execution of orders	23.1	5.9	18.2	50	11.8	14.3
Rulemaking	10.3	5.9	12.7	0	10.8	9.9
Governance	15.4	48.5	18.2	0	26.5	27.9
Administration	7.7	11.8	3.6	0	8.8	8.1
Another variant	2.6	2.9	7.3	16.7	2	3.7
Total	100	100	100	100	100	100

Table 2: Distribution of answers about the content of the work and the purpose of activity

The content of the work	The aim of public service (%)							Total (%)
	Needs of citizens	Public goods	Execution of orders	Rulemaking	Governance	Administration	Another variant	
The management in the area of jurisdiction	8.7	5.8	2.6	3.7	13.0	9.1	10.0	8.1
Administrative work	15.2	19.2	2.6	14.8	16.9	40.9	20.0	16.8
Perform public functions	52.2	55.8	38.5	48.1	31.2	27.3	40.0	42.1
Preparation of legal acts in the area of jurisdiction	4.3	7.7	2.6	18.5	10.4	4.5	10.0	8.1
Execution of orders	19.6	7.7	38.5	11.1	14.3	18.2	10.0	17.2
Management of subordinate organizations	0	3.8	2.6	0	10.4	0	0	4.0
Another variant	0	0	12.8	3.7	3.9	0	10.0	3.7
Total	100	100	100	100	100	100	100	100

Table 3: Distribution of answers on career planning and motivation to join to public service

Motivation to join to public service	Career planning (%)				Total (%)
	3-5 years	5-10 years	Till retirement	Before reaching the age limit	
High income	20.0	10.0	60.0	10.0	100
Social status	0	18.5	25.9	55.6	100
The opportunity to influence the decision of socially important issues	17.2	27.6	20.7	34.5	100
Additional social guarantees	9.5	4.8	52.4	33.3	100
The opportunity for professional development	14.1	23.2	15.2	47.5	100
Guaranteed employment	24.3	13.5	35.1	27.0	100
Career	11.1	7.4	29.6	51.9	100
Total	14.0	18.0	26.4	41.6	100

The analysis of the distribution motivational attitudes of respondents by age group shows a significant divergence of behavioural models. For example, young servants are more likely to evaluate their activity as the administration and execution of order management, whilst servants over retirement age are more likely to centre on law-making and the management of subordinate organisations. Young workers are less likely than older workers to give extreme assessments of intensity of their work (Figure 1).

Answering the question regarding the motivation of entering public service, young servants often indicate selfish motives–career and high-income–and often demonstrate idealism. With increasing age, emphasis shifts to the material motives, with the officials of retirement age mostly focused on stability and social security, which guarantees public service (Table 4).

Describing the motivation to work, all respondents indicate the
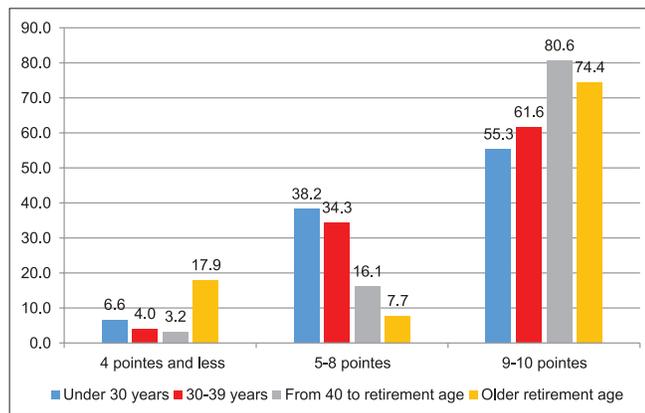
stability of employment and social protection as the main factor ensuring consolidation; however, young servants are motivated by career expectations, whilst elders are more centred on the value of factors such as the psychological climate in the team and status (Table 5). In their activities, young officials are guided primarily through the provision of guidelines and instructions, whilst building up their knowledge through experience and gaining confidence.

The index of attitudes of public servants was grouped into a Table 6 by sex, age, length of service, position and material well-being (Table 6). The results shows that civil servants are divided roughly in half: 49.3% share the values of rational bureaucracy whilst 50.7% show preference for an innovative model. The traditional model is mainly supported by male employees aged 30-40 years, having the experience of public service from 5 to 10 years, who joined the civil service with focus on the social status and holding the expectation of participating in public administration. Other categories of official, in general, are more likely to innovate.

Self-development is more valuable for the young female public servants of the Republic of Sakha (Yakutia), whilst servants over retirement age are centred, namely those who have worked in government agencies for 1-5 years, are considered leading experts. This value is significant for those officials who assess their financial situation as "poverty." This can be explained by the fact that these categories of servant are experiencing anxiety at the prospect of job-retention, and therefore seek to confirm their qualifications. Those who are focused on social status and career achievements also show commitment to professional development, considering it a stepping stone to promotion.

Figure 1: Distribution of answers to the question of civil servants on work intensity according to age (%)

Table 4: Distribution of answers about the motivation of civil servants in the public service in the context of age groups

Motivation to join to public service	Age groups (%)			
	Under 30 years	30-39 years	From 40 to retirement age	Older retirement age
High income	30.8	23.1	30.8	15.4
Social status	25.0	32.1	28.6	14.3
The opportunity to influence the decision of socially important issues	30.3	39.4	12.1	18.2
Additional social guarantees	26.1	30.4	21.7	21.7
The opportunity for professional development	25.2	36.4	26.2	12.1
Guaranteed employment	17.9	38.5	20.5	23.1
Career	46.9	40.6	12.5	0
Total	27.6	36.0	22.2	14.2

Table 5: Distribution of answers about the motivation of public servants continues in government in the context of age groups

Authorities	Age groups (%)			
	Under 30 years	30-39 years	From 40 to retirement age	Older retirement age
Psychological climate in the team	8.4	12.2	13.3	16.9
Income	6.2	9.8	9.6	14.6
Career	25.3	19.2	8.9	2.2
The opportunity to solve everyday problems	2.2	1.2	0	1.1
The opportunity to participate in governance	16.3	18.0	13.3	11.2
Status	11.8	9.0	18.5	16.9
Stability and social guarantees	29.2	29.0	35.6	37.1
Another factors	0.6	1.6	0.7	0

Table 6: Distribution of answers about the supported values in the context of sex, age, length of service, position and material well-being

Personnel characteristics	Self-development		Power		Status		Formalization		Creation		Income	
	Bureaucracy	NPM	Bureaucracy	NPM	Bureaucracy	NPM	Bureaucracy	NPM	Bureaucracy	NPM	Bureaucracy	NPM
Sex	0.8	0.2	0.3	0.7	0.5	0.5	0.3	0.7	0.7	0.3	0.4	0.6
Male	0.8	0.2	0.4	0.6	0.6	0.4	0.3	0.7	0.7	0.3	0.4	0.6
Female	0.7	0.3	0.3	0.7	0.5	0.5	0.4	0.6	0.8	0.2	0.4	0.6
Age	0.8	0.2	0.3	0.7	0.5	0.5	0.4	0.6	0.7	0.3	0.4	0.6
Under 30	0.7	0.3	0.4	0.6	0.5	0.5	0.3	0.7	0.7	0.3	0.4	0.6
30-39 years	0.8	0.2	0.4	0.6	0.6	0.4	0.4	0.6	0.8	0.2	0.4	0.6
From 40 to retirement age	0.9	0.1	0.3	0.7	0.5	0.5	0.3	0.7	0.7	0.3	0.3	0.7
Older retirement age	0.7	0.3	0.2	0.8	0.5	0.5	0.4	0.6	0.8	0.3	0.6	0.4
Length of service	0.8	0.2	0.3	0.7	0.5	0.5	0.3	0.7	0.8	0.2	0.4	0.6
Under 1 year	0.8	0.2	0.6	0.4	0.6	0.4	0.3	0.7	0.8	0.2	0.4	0.6
1-3 years	0.7	0.3	0.4	0.6	0.6	0.4	0.5	0.5	0.8	0.2	0.4	0.6
3-5 years	0.7	0.3	0.3	0.8	0.5	0.5	0.2	0.8	0.7	0.3	0.3	0.7
5-10 years	0.8	0.2	0.4	0.6	0.5	0.5	0.4	0.6	0.7	0.3	0.4	0.6
10-15 years	0.8	0.2	0.2	0.8	0.5	0.5	0.4	0.6	0.9	0.1	0.5	0.5
Over 15 years	0.8	0.2	0.3	0.7	0.6	0.4	0.3	0.7	0.7	0.3	0.4	0.6
Position	0.8	0.2	0.4	0.6	0.5	0.5	0.4	0.6	0.8	0.2	0.4	0.6
Senior manager	0.8	0.2	0.3	0.7	0.7	0.3	0.3	0.7	0.7	0.3	0.5	0.5
Deputy manager	0.8	0.2	0.2	0.8	0.4	0.6	0.3	0.7	0.8	0.2	0.3	0.7
Chief expert	0.8	0.2	0.3	0.7	0.6	0.4	0.3	0.7	0.8	0.3	0.4	0.6
Leading expert	0.7	0.3	0.5	0.5	0.6	0.4	0.5	0.5	0.8	0.2	0.5	0.5
Expert	0.8	0.2	0.3	0.7	0.4	0.6	0.4	0.6	0.7	0.3	0.3	0.7
Official	0.8	0.2	0.6	0.4	0.6	0.4	0.4	0.6	0.9	0.1	0.4	0.6
Material well-being	0.7	0.3	0.4	0.6	0.6	0.4	0.3	0.7	0.8	0.2	0.4	0.6
Wealth	0.7	0.3	0.4	0.6	0.8	0.2	0.3	0.7	0.7	0.3	0.5	0.5
Poverty	0.3	0.7	0.3	0.7	0.7	0.3	0.3	0.7	1.0	0.0	0.3	0.7

NPM: New Public Management

Between income and power as a motivating factor, the respondents chose power; this matches the model of rational bureaucracy. Female servants, young officials and officials who work in government agencies for less than 1 year are more monetary income-oriented.

In assessing their social status, the majority of civil servants have noted that, in society, officials enjoy respect and recognition. Disappointment in high status is typical for female public servants and amongst officials with extensive experience. Those servants who estimate their well-being status as "poverty" are convinced that society recognises their high status. This belief forms the basis for them to remain in the workplace. Public servants who have focused on self-development, stability of employment, and on economic incentives and guarantees are convinced that the public service has no respect. It is apparent that the presence of power and awareness of the importance and high status of a post often acts as compensation for inadequate pay. However, the disappointment relating to the understatement of official status depending on the level of staff can contribute to dropout amongst civil servants.

After our analysis of the preferences of respondents in the sphere of cooperation between the state and the public, we can conclude that the requirement for greater transparency and enhancing communication between the public service and civil society is supported. Youth groups support more than pre-retirement age officials, i.e., employees occupying lower positions than heads. Male officials in this matter often exhibit conservatism; however, given that the majority of officials are seen to be in favour of

the decentralisation of control (except for servants under the age of 30 years), it can be assumed that the intensification of communication acts to preserve the principle of paternalism, but a decrease in the influence of the federal government.

This is also reflected in the distribution of answers of respondents regarding initiatives to reorganise the process of their activities. Thus, the requirement of creativity found no understanding even amongst young officials who do not have significant experience in public service. Senior managers encourage creativity, whereas other categories of officials prefer to fulfil the established regulations, and accordingly follow such procedures. Training should aim at receiving comprehensive instructions, not at the development of creativity, independent thinking and initiatives.

Finally, choosing between stability and the prospect of raising the level of income, as provided for in the framework of the implementation of the new incentive system ("pay for performance"), respondents preferred welfare, although the distribution of opinions was ambiguous. Stability is a preference held by females and older servants, as well as those who are completely satisfied with their financial situation.

As is apparent, the public service of the Republic of Sakha (Yakutia) is divided into four unequal groups. Young workers, who have recently come to public service, make up about 10% of the population surveyed, and focus on career achievements and social status. Moreover, they support innovation in the organisation

of public administration–not because they want to change it, but rather because of the expectations of rapid progress, although the proportion of idealists amongst them is high.

Older public servants who have worked in the executive branch for 3-5 years (more than 30% of employees) tend to share the values of traditional bureaucracy. They are also motivated for career achievements, but already are reaching certain powers, exhibiting significantly more conservative in order to maintain and expand them. However, the level of their loyalty to the public service is low, where the preparation of a more advantageous offer, from a material point of view of status or place of employment, are dismissed, with many of them planning to change jobs in the near future. Officials with experience of more than 10 years are frustrated in their powers, with most of them understanding that the possibility of career advancement is exhausted, but ultimately connecting their future life to public service and, as a result, show greater flexibility in relaying a new set of values but ultimately do not take them as a guide to action. Thus, they argue that they assign special value to the needs of citizens, whilst real activities are guided by instructions–not public utility.

Most employees of pre-retirement age have experience of more than 10 years, meaning they began work before the reform. Their understanding of the goals and objectives of public service correspond to the settings of traditional bureaucracy. Nevertheless, at the same time, many new values–for example: A requirement of openness and transparency, focus on the needs of the population, and the idea of the professionalization of bureaucracy–have their support. Perhaps this is due to the similarity of these requirements with the model of the "people's government."

4. CONCLUSION

1. Most public servants of the Republic of Sakha (Yakutia) consider the aim of their activity as centred on the realisation of public functions, where the main purpose of public service is considered governance. Such individuals identify themselves as in executive office as, as defined in the legislation.
2. The majority of the respondents are satisfied with working conditions and the level of well-being, despite the fact that they evaluate their work as both tense and difficult.
3. The main motives for choosing public service as a workplace are professional development and stability of employment.
4. The main factors contributing to the fixation of officials include the level of social welfare and employment security, as well as career expectations and the availability of power.
5. In the course of their activities, officials are primarily guided on their own knowledge and in line with approved instructions, and are required to adopt a formal approach, focused on economic efficiency, not social benefit.
6. Differences between male and female value settings are negligible. Women are more focused on the social status, whilst men are focused on power authority. However, there is no direct correlation between gender and motivation in public service.
7. Differences in motivation settings are correlated with age groups:

- Young servants, when applying for a job in the public service, are guided by career prospects and professional development, whilst the servants of retirement age are centred on stability, and social guarantees and benefits.
- Young officials often refer to the instructions, but eventually their confidence in their own knowledge increases. At the same time, young servants are more likely than older servants to be guided by public benefit and cost-effectiveness in management decisions, thus indicating their willingness to accept responsibility.
- Answering questions about the content of their work, young officials state that they fulfil the orders of management and administrative functions, whilst older workers often characterise activities as the management of subordinate organisations and the preparation of legal acts.
- New principles of public service, such as customer-orientation, innovation and self-development, are more typical for officials under 30 years. However, they are unable to make their own decisions, constrained by regulations and the orders of the leadership, and eventually are forced to accept the "rules of the game," abandon the idealistic aspirations and accordingly begin to be guided by selfish motives, namely a career, comfortable working conditions, and the status of a public servant role as a subject of public administration.

8. Those respondents who plan to change jobs within the next 5 years are mostly disappointed with the prospects of self-development and the volume of work: The major demotivating factor is the lack of initiative and the stress associated with the constant changing "rules of the game" and the lack of career prospects.

Thus, in the Republic of Sakha (Yakutia), a new value system of managerial model of public service finds support amongst young officials and officials over retirement age. Unfortunately, these groups represent only one-third of the public service staff. The most active group, on the contrary, supports the values of traditional bureaucracy, defining public service as an administrative apparatus endowed with governmental authority, where the implementation of these powers sees its career advancement and material prosperity.

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