

A SYSTEM FOR EVALUATING THE EFFECTIVENESS OF CIVIL SERVANTS IN UZBEKISTAN AND INTERNATIONAL EXPERIENCE IN THIS FIELD

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Abstract

This article examines the foreign experience of working with public administration personnel in order to develop recommendations for improving the personnel policy in the civil service in Uzbekistan. The main trends of personnel policy in the civil service in foreign countries are highlighted. A brief analysis of the civil service of such countries as Belgium, USA, Great Britain, France, South Korea, Germany and Japan is carried out.

Keywords: Effective activity of civil servants, civil service, public management, personnel policy, continental model, civil service, work with personnel.

Introduction

Professional staffs are an integral factor in the success of both commercial and government organizations. In the modern theory of organization management, a person acts as the main resource providing a strategic advantage. As for the commercial sector, for the public service system, personnel is the most important component. Effective personnel in the public service is the key to the successful work of the authorities, which means the proper implementation of the functions of the state in the face of rapid changes in the socio-economic and political spheres. This, in turn, entails the creation of a positive image of the entire state apparatus in the eyes of citizens.

However, currently an urgent problem is the assessment of the effectiveness of the activities of state civil servants due to its specifics. It seems impossible to formulate job regulations containing

an exhaustive list of indicators by which efficiency would be assessed. This is especially true for officials who fill positions of the "managers" category. Because it can be very difficult to determine what causes, for example, the growth of the welfare of society: the activities of state bodies, their direct participation or the activity of society itself in the person of citizens and organizations.

As in private companies, in public institutions the role of the leader is specific, since the head only indirectly influences the achievement of the final result, that is, he organizes the work, but the head does not participate in the process of continuous work. Therefore, it is very difficult to single out and evaluate the personal contribution of the leader. At the same time, it is the same fact that the success of achieving the goals of any organization depends on the entrepreneurial abilities and activity of management personnel. The role of management personnel in achieving results in the organization is considered decisive.

However, in Uzbekistan there is a difference in the system of remuneration of potential managerial personnel in the public and private sectors. In commercial enterprises, it is based on quantitative indicators, primarily economic indicators. In the public sector - monthly salary is calculated based on the status and work experience.

What is the world experience...

If we pay attention to the world experience, a brief overview of this system has been collected in some developed countries of the world. For example, in countries such as Australia, Belgium, Great Britain, Germany, Canada, New Zealand, the USA, South Korea, much attention is paid to this problem.

Generalized data on the system of evaluating the effectiveness of the personnel of the state civil service are presented in table 1.

Table 1.

South Korea	the evaluation	Fixed-term contract	evaluation	Direct supervisor	evaluation	Direct supervisor	evaluation	methods	assessment interview, 360	identifying up the results of the	360 degree rating	consequences	of a positive	Award	assignment, career promotion	consequences	of a negative	Search for areas of professional development
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Australia	Belgium	Great Britain	Germany	Canada	USA
Individual plan	Performance Agreement	Performance Agreement	Fixed-term contract	Performance Agreement	Performance Agreement
Direct supervisor	Direct supervisor	Direct supervisor	Direct supervisor	Direct supervisor	Direct supervisor
Direct supervisor	Direct supervisor	consultation with the Remuneration Committee	Direct supervisor	Administration of the Privy Council	Direct supervisor in consultation with the Remuneration Committee
Informal evaluation interview	formalized assessment interview	formalized assessment interview, 360	Self-assessment, formalized evaluation interview	formalized evaluation interview, survey of senior officials	Formalized evaluation interview
Checking the achievement of a "satisfactory" level	Performance categories	Performance categories	Allocation of the "non-creative" level	Performance categories	Performance categories
Salary increase, award assignment	Non-material encouragement, career advancement	Salary increase, award assignment, career advancement	Award assignment	Salary increase, award assignment, career advancement	Salary increase, award assignment, career advancement
Search for areas of professional development	From position to bottom	Development of a professional development program	From position to bottom	Search for areas of professional development	Dismissal of the civil service, transfer to another position, development of a professional development program

- the impact of performance evaluation results on career prospects is stimulating for middle managers; as the experience of foreign countries shows, establishing a clear relationship between the evaluation results and career growth can be successfully used as an effective method of stimulation.

It should be noted that with all the universality of the tasks of reforming the civil service, that is, improving the efficiency of government agencies in general, increasing the return on the staff of government agencies, optimizing budget expenditures for the maintenance of the state apparatus, the course of reforms largely depends on factors such as the peculiarities of political culture, as well as historical conditioned features of the relationship between government and society in this particular country¹. It should be emphasized that the reform and modernization of the civil service in democratic countries, the improvement of its passage concerns, first of all, structural changes in the system of executive authorities, recruitment and optimization of its number, conditions of remuneration, evaluation of activities and methods of encouragement, increasing professional mobility and improving working conditions, the development of efficiency in the public service. As a rule, the basis for the reform and modernization of the civil service is based on such fundamental guidelines as the democratization of the civil service, the orientation of the state apparatus to the people - that is, the attitude to the citizen as a client, a consumer of services, and not as a "supplicant", "subordinate", optimization of organizational structures and communications in the management system, result-oriented budgeting. The above ideas in the late 70s of the XX century formed the basis of the concept of "New public management". As a result of the transformation, a qualitatively new model of public service is being created, which is often called behavioral, and which is characterized by qualitatively different parameters, expressed in such categories as creativity, innovation, emotional atmosphere, subjective factor. The process of reforming the civil service, and therefore its central element - the passage - is designed for a relatively long period and practically non-stop flow follows the improvement of forms, methods, technologies of the activities of state bodies, their adaptation to external and internal conditions that are constantly changing.

The process of reforming, developing and improving the public service in the world practice is characterized by directions, certain models. For example, there is a continental model that is

¹. Omelchenko, N. A. Istoriya gosudarstvennogo upravleniya: uchebnik i praktikum dlya akademicheskogo bakalavriata; –2-ye. – Mosow.: Yurayt, 2018. – 256 s.

responsible for the system of career civil service, provides that civil servants enter the civil service for the entire period of their professional career, during which they gradually advance in the service. There is a classic career model in Europe, these include France, Germany, Spain, Luxembourg, Bulgaria, Romania, Slovakia, Japan. In the conditions of a career system, a civil servant for the entire period of his professional activity associates himself with one structure, which is characterized by a certain hierarchy, which, in turn, provides a certain automatism of his promotion through the ranks.

In the UK and the USA, the public service contract system is responsible for the evaluation models. In this system, contract employees are hired for specific positions according to their educational level and professional skills. The characteristic features of the job model are inherent in systems in Italy, Finland, Great Britain, Estonia, and the Netherlands. An example of an official - open system can also be the model of the organization of public service in the United States. Under the job system, there are no guarantees for promotion, since the passage of public service is determined by the register of positions, which provides conditions for the replacement of each of them.² When viewing it, you can see the features of the civil service in the conditions of its reform and modernization in France, Germany, Great Britain, the USA and Japan, which best reflect the above models of public service, have reached a fairly high level of efficiency of the state apparatus and have a professional, authoritative, responsible and prestigious public service. The French experience of administrative reforms is considered to be a classic example of the continental model of civil service. Based on the current legislation, the procedures for admission to the civil service allow holding a competition in two versions: firstly, face-to-face examinations, interviews and testing; secondly, correspondence comparison of applicants' track records. The law makes a number of exceptions from the general rule: for the formation of a new corps of employees, for higher positions, for example, at the ministerial, prefectural or embassy level, and for some individual lower positions.³

In Germany, as in France, there is such a thing as a "public service". The main characteristics of the German public service system should be considered:

² Znamenskiy, D. Yu. Gosudarstvennaya i munitsipalnaya sluzhba: uchebnyk dlya bakalavriata i magistratury; otv. red. N. A. Omelchenko. – 3-ye. – Moscow: Yurayt, 2018. – 414 s.

³ Roula Masou. Public Money & Management Volume 37, 2017 - Issue 7. Pages 485-490

- 1) the essential importance of the so-called "political appointments", which is connected, among other things, with the form of government in Germany and the role played by political parties in the process of forming executive power at all levels;
- 2) detailed legal regulation of the functions and powers of all authorities, their divisions and individual employees;
- 3) clearly defined official subordination;
- 4) formalization of all management procedures and official interactions;
- 5) a multi-stage system of recruitment for public service, universities are actively involved in this; the high status of a civil servant is supported by a system of social guarantees, as well as legislative restrictions and prohibitions;
- 6) the main criterion for appointment to a higher position, as well as for determining the monetary content and bonuses, is the position to be filled and service experience;
- 7) a high level of social protection of civil servants, the implementation of so-called "lifetime appointments" (without term limits – with the exception of a number of positions), as well as the provision of the status of "honorary official" for retired civil servants.

The peculiarity of the German civil service is that the concept of a civil servant does not apply to employees of the same rank, but to layers of employees of different ranks, that is, officials, managerial personnel and ordinary civil servants. Contracts with officials are concluded for a long time, an employment contract with management personnel and ordinary civil servants can be concluded for a certain period and terminated as soon as possible. Civil servants are awarded academic degrees for each position. In Germany, these levels are set at 16, positions of the highest category can be assigned to the fourteenth, fifteenth and sixteenth levels. In Germany, there is a clear division of positions into political and administrative. A prerequisite for entering the civil service in Germany is knowledge of the German language. It should be noted that the procedures for recruiting personnel for public service, as well as service, are regulated in great detail in German federal legislation. The law defines differences in the procedure for appointment to positions - a special procedure directly prescribed in special legislation for officials, a contractual basis for employees and employees. In any case, appointment to the position is possible only after a probationary period (from 1 to 5 years). All of the above, as well as the fact that the beginning of a civil servant's career is possible only from the lowest positions, speaks of the career (closed)

nature of the German model of public service. An indispensable condition for official growth is the successful passing of qualification exams, which has its own specifics

For each category and group of positions. The law also establishes an "upper age limit" for public service, which is 65 years. It should be noted that in Germany, as in France, a special layer of "political appointees" has developed in the corps of civil servants, already mentioned above. The peculiarity of this group is that, by virtue of their initial connection with a specific leader – chancellor, minister, deputy of the Bundestag, etc., they are "outside the brackets" of the official hierarchy and are dismissed from office together with the corresponding political leader.

A striking example of the so-called "open" model of public service is the United Kingdom, which carried out large-scale public administration reforms back in the 70s of the XX century. The principal innovation of this model, as already noted above, was the introduction into the traditional bureaucratic management system of orientation to the people, a goal-oriented attitude to the result, not to the process, as well as borrowing the best management practices from the corporate sector. The American experience had a significant impact on the course of administrative transformations carried out by the government of Margaret Thatcher.⁴ One of the main directions of the reform was the optimization of the number of civil servants and outsourcing of certain functions of public administration. For this purpose, executive agencies (state corporations, QUANGO – Quasi Non-governmental Organizations) have been established, cooperating with ministries (policy-making centers) on a contractual basis. Thus, the government managed to formally reduce the size of the state apparatus (relations with QUANGO staff were built on a contractual basis, these employees were not able to use social guarantees of civil servants, and their remuneration depended not so much on the tariff scale as on individual work results). At the same time, the reform dealt a significant blow to the prestige of the public service: even QUANGO employees received less than management in the non-state sector. In general, experience shows that the entire system of public service in the UK is focused not on narrow specialization, but on the formation of a broad-profile official-manager (a similar concept dominates in France). Currently, the British public service system retains the same fundamental methodological and value vector set in the 80s of the XX century. Noteworthy is the adoption in this country on June 6, 2006 of the Civil Service Code (The Civil Service Code), according to which among the core

⁴ Boyne D. A., Walker R. M.. Public administration reform and public service efficiency improvement: an empirical assessment of the Strategy of the UK Labour Government 2008. No. 2. pp. 88-117

values of employees, integrity, honesty, objectivity and impartiality of the Code and management in the civil Service (Civil Service Management Code, CSMC), which enshrines the rules and instructions of ministries and departments on the conditions of service of state functionaries. In general, the reforms carried out at the end of the last century and the beginning of the new century confirmed the adaptability of the British system of public administration and public service, which manifested itself in the viability of new institutions and procedures for public service. At the same time, the reform processes reflected a fairly high level of preservation of existing traditions.

Interesting for our public service is the experience of public service in the United States. The stability of the US political system was the result of a clear distribution of powers between the legislative, executive and judicial branches of government. Despite the transition to the general principle of the merit system when appointing to civil service positions (and even the existence of the Merit System Protection Council), a very common system of political appointments remains in the United States. Today, no more than 5% of appointments to particularly important positions are based on the "political" method. In case of comments about his work, the head of the institution should inform him about it, clearly indicating the criteria for evaluating his work. An innovation in the civil service system in accordance with the law on the reform of the civil service was the introduction of the Code of Ethics of the civil service. The universal humanistic ideals laid down in the "code of ethics" encourage civil servants of all levels to act within the law for the benefit of their society and the state, adhering to high moral principles.

Evaluation of public services in Uzbekistan

Also in Uzbekistan, the Agency for the Development of public Service has introduced a system for evaluating the activities of heads of local authorities (Hakims) based on the most important performance indicators - KPIs. In particular, the evaluation system, which began as an experiment in 12 districts and municipalities in the first quarter of 2020, was applied in all districts and cities of the Republic at the end of the year. According to the evaluation system, the activities of the head of the district and his deputies are evaluated quarterly on the basis of clear indicators and targets set earlier. The most important thing is that the indicators are set in the context of each leadership

chair, which allows you to accurately determine the contribution of each leader to the socio-economic development of the territory and the results achieved.

At the same time, the activity of the manager is evaluated on the basis of summing up the results achieved by each manager. This situation, in turn, will create a collective environment for district leaders, and for the overall result will be an incentive to mobilize the capabilities of the organizational system as a whole. As a result of the implementation of the evaluation system in practice, a rating of all district heads and their places is formed quarterly. This creates a healthy competitive environment among the heads of local authorities and encourages them to achieve better results based on mutual competition.

The assessment of the regions is formed on the basis of eight priority areas, which are: economic development, labor market, accessibility and quality of social services, competitiveness and diversification of the economy, business environment and quality of entrepreneurship development, financial independence, efficiency of work with citizens' appeals of state bodies on the ground and availability of information, etc.

As a result of the implementation of the evaluation system in practice, a rating of all district leaders and their places is formed quarterly. The formation of the rating is the formation of a healthy competitive environment among the heads of local authorities, encouraging them to achieve better results on the basis of mutual competition.

It seems appropriate to analyze the experience of several foreign countries and integrate it into the Uzbek reality, rather than blindly copy the performance management scheme of any one country. It would be reasonable to introduce performance management elements for employees of senior positions gradually. The first stage of this process should be the formation of an effective system for calculating the results of the activities of state civil servants of the "managers" category, which would correlate with the goals of public authorities. After that, it is advisable to implement a system of awarding managers for achieving indicators. To begin with, it is necessary to check the effectiveness of this system on the example of several public administration bodies. This will make it possible to find out whether this practice encourages managers from among civil servants and which evaluation criteria are the most objective. As for the amount of the premium, at first it should

not be overstated, but also, obviously, not too low, otherwise the whole point of its application is lost. In foreign countries, it is from ten to twenty percent of the annual salary. Gradually, it makes sense to supplement the bonus based on the results with a percentage increase in the official salary, as well as forms of non-material incentives. As the analysis of the experience of the above countries shows, another difficult issue is working with ineffective managers. To solve this problem, it seems possible to apply the practice of "probation". In addition, with the transition of a larger number of authorities to efficiency management, it makes sense to focus on increasing the human resources of civil servants of the "managers" category, attracting managers from business. Gradually, the evaluation functions should be transferred to a specialized public service management body. The creation of such a body has long been an urgent problem that has not yet been solved. The effectiveness of tools for evaluating and stimulating the performance of public civil servants of foreign countries is due to various factors. Therefore, the introduction of such tools should be carried out gradually, taking into account the success of the previous stages.

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