

Stimulation of Civil Service, Model of Civil Service and its Importance

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Abstract: This article examines the reforms currently being implemented in the civil service, the problems that arise in the promotion of civil servants and the content of regulatory legal documents adopted to solve these problems and the application of incentive measures to civil servants. The first issue to consider when selecting critical performance indicators is the study's recommendations.

Keywords: Development, strategy, public civil service, incentives, performance indicators, effectiveness, training, remuneration, national rating, personnel, continuous training, employee, goal, assessment.

Today, much attention is paid to reforming the state civil service system in our country. In particular, it can be said that the adoption of Decree No. PF-5185 "On Approval of the Concept of Administrative Reform in the Republic of Uzbekistan" became the basis for reforms in the administrative sphere. In particular, paragraph VI of the Decree provides for the formation of an effective system of professional civil service, the introduction of effective mechanisms to combat corruption in the system of executive authorities. According to it, in order to create a professional corps of civil servants, it is envisaged to establish a civil service and the legal status of the civil service associated with it, form a personnel reserve, and introduce transparent mechanisms for recruiting personnel.

Improving the civil service based on a new approach requires conducting research to create a scientific basis for the legal documents developed and adopted in the country in this area. The adoption of the Law "On the State Civil Service" and the new version of the "Labor Code" in Uzbekistan was of great importance in introducing an effective mechanism for the selection and placement of personnel in the state civil service system, guaranteeing the rights of civil servants and creating a legal basis for rational stimulation of their activities.

It is worth noting that, depending on the model of civil service in the country, career or position, world scientists distinguish two models of salaries, material incentives and social security of civil servants: career and positional models.

In countries with a career model, the civil service is based on the traditional principles of civil service adopted several centuries ago, according to which the state assumes responsibility for the social and material security of its employees. One of the classic countries with a career model is Germany, where education, level of professional qualifications and the ability to perform a given type of service are very important in determining the salary of a civil servant. At the same time, the level of salaries of civil servants is based on the fact that the social status of the employee must be appropriate so that he can lead a lifestyle corresponding to his position. Nevertheless, the salaries of civil servants are lower than in the private sector of the economy. However, this difference is covered by social guarantees and social security provided to civil servants. Thus, the salaries of German civil servants depend mainly not on the amount of work they perform, but to a greater extent on their level of education and status. Due to this statutory system of wages and social security, low-skilled workers tend to enter the civil service in Germany, while highly qualified workers prefer to work in the private sector¹.

¹ The german public service – structure and statistics. Second, enlarged edition 2005 Copyright Derlien 2005, pp.36-40.

Under the career model, the official salary of civil servants, as well as all additional payments provided for, in particular bonuses, allowances and surcharges, are determined at the legislative level.

The salary of civil servants in Germany consists of several components. The most important element of the salary is the official salary for the position, which is about 85% of the total income. In addition, civil servants are paid various additional benefits and allowances, which make up 15 percent of their salary, respectively. In turn, there is a local allowance, the amount of which depends on the marital status of the employee (married or not). It should be noted that this additional payment is determined not as a percentage, but as an exact amount². In addition, there is a small monthly accumulative allowance - an additional payment for working abroad. The most important allowance is the ministerial allowance, which is paid to all officials working in it.

In Germany, the social security system is also strengthened at the legislative level. Civil servants are granted six weeks of paid leave annually. When going on leave (usually in the summer), vacation pay is paid depending on the employee's family status. Civil servants who regularly work more than five days a week (holidays, weekends) can add up to eight more days to their vacation.

Financial incentives for German civil servants in the form of wages and other benefits, as well as the social security system, compensate for the increased demands and constraints associated with their service to the state and provide them with a decent standard of living. However, although Germany has an extensive and well-organized mechanism for rewarding the work of civil servants, in recent years scholars have emphasized the need to introduce more flexible means of financial incentives for civil servants in order to improve the efficiency of public administration³.

In countries with a positional model of civil service, such as the USA, Canada, Great Britain, and France, individual and flexible forms and systems of incentives prevail.

Unlike countries with a career system of civil service, where a single official salary is determined at the legislative level, in countries with a positional system the official salary is determined by various departments taking into account the budget allocated to them in accordance with collective agreements concluded between the relevant government agency and trade unions as representatives of civil servants.

In addition, a number of countries pay great attention to increasing the efficiency of human resource use in the sphere of state regulation and law enforcement. Based on its experience, political, social and economic situation in the country, each country forms and develops its own systems for assessing the efficiency and forms of incentives for civil servants.

In 1883, the Pendleton Act was passed in the United States, which, according to American lawyers, established the first system of incentives and evaluation of the performance of state civil servants⁴.

The Government Performance Act, passed by the US Congress in 1993, established the priority of improving services in the direction of bringing administrative methods closer to market principles and mechanisms. The provisions of this act arose in connection with the need to actively introduce certain aspects related to business rules into the official activities of executive officials. In the context of solving this problem, a large place was given to the quantity and quality of the services they provided.

When determining a certain size of official salary for the management personnel of the civil service, it is determined that the quality of their performance of their duties in achieving the goals of the

² <https://lohtastik.de/s/salary-search/114096/3>

³ Blachly, F. F., & Oatman, M. E. The position of civil servants in Germany. *The Southwestern Political and Social Science Quarterly*, 10(2), pp. 171–189. <http://www.jstor.org/stable/42880804>

⁴ <https://www.archives.gov/milestone-documents/pendleton-act#:~:text=The%20Pendleton%20Act%20provided%20that,were%20covered%20by%20the%20law.>

department will be assessed according to the following criteria: efficiency of management work; improving the quality of work, including reducing the volume of documents; saving money, performing duties on time; other indicators of the efficiency and executive discipline of persons subordinate to the civil servant⁵.

As for the promotion of civil servants' management personnel, it can be noted that the following measures are used in the USA: recognition, bonuses, salary increases, promotion, training, and awarding honorary titles. Basically, it is awarded only to civil servants whose activities are assessed as successful.

In this case, several conditions must be met to pay the bonus: First, the amount of the one-time bonus cannot exceed 20% of the official salary. Second, no more than 50% of the top management in each department can be promoted⁶.

In a special order, the head of the department or the president may award cash rewards for special merits or contributions to work to protect public interests. As a rule, the amount of these bonuses is \$10,000, in special cases \$25,000. Honorary titles of honorary and distinguished civil servants are awarded once every four years for a period of one year.

It should be noted that the United States has a fairly well-developed system of social protection for civil servants. The "social package" of the US civil service is very high. This is one of the factors of effective service and the reason that retains employees working in the civil service and willing to work until retirement age. The starting salary of civil servants in the United States is low and is about \$ 25,000 per year. Considering the average salary and standard of living, this is not such a huge amount, but it increases every year. They will be paid an additional salary. Another important aspect of attracting citizens to the civil service is health insurance. Medical services in the United States are very expensive. Part of the medical care is paid by city departments of the civil service, and the rest is paid by the health insurance fund organized by their trade unions, where civil servants receive more or less money depending on the composition of the family. Health insurance is maintained even after the retirement of the civil servant.

Since early 2004, the United States has been developing incentive programs for government employees who lead a healthy lifestyle. For example, in Arkansas, these employees can receive cash rewards or discounts when applying for health insurance. A government employee can receive three-quarters of the average monthly salary after retirement⁷.

Once a year in the USA, not only employees, but also the head of the department undergo a procedure for evaluating the effectiveness of their activities. At the same time, a special system for checking the effectiveness of employees is formed in this department. With the help of this system, the goals of the manager and employees are formed, and the goals of the manager directly follow from organizational and individual effectiveness. An agreement indicating the goals is signed by the head of the department and employees. Such an agreement specifies the following points: effectiveness of activities, quality of work, efficiency of resource use and the possibility of innovative development.

This system is part of the motivation of civil servants, which directly affects the efficiency of their work. If the terms of the contract are not met, the manager has the right to dismiss the employee. It is

⁵ Gilbert B. Siegel. Designing and Creating an Effective Compensation Plan (Chapter 27). Stephen E. Condrey and James L. Perry. Handbook of Human Resource Management in Government [M]. Jossey-Bass A Wiley Imprint, 2010, pp. 663-685.

⁶ <https://www.commerce.gov/hr/practitioners/compensation-policies/general-pay/overseas-pay-for-civil-service-employees>

⁷ Zhao Long, Shen Anqi. China-US Civil Service Wages and Benefits Comparative [J]. Institute of Public Administration of Chengdu, 2009, pp. 13-15. (in Chinese).

worth noting that the efficiency of the department manager directly depends on the efficiency of his subordinates⁸.

The basic principle of motivating civil servants, which forms the basis of the current pay system, is "equal pay for equal work" and "differentiation based on results." At the same time, an interesting experiment in the pay system of civil servants is that the level of salaries of high-ranking government officials is directly linked to the pay received by members of Congress. That is, when Congress votes to increase its own salaries, it also votes to increase the salaries of civil service managers⁹.

In the UK, a civil servant's salary is closely linked to their performance appraisal. This appraisal is comprehensive and consists of an annual interview with their manager and an assessment. If the civil servant is found to be unsatisfactory in the assessment, they will be transferred to another management structure.

A civil servant is assessed on a five-point scale. If the work results exceed expectations, the civil servant is given a rating of "1" and in this case the employee has the opportunity to increase his salary and additional bonuses¹⁰.

One of the most important principles of the civil service in the UK is to provide civil servants with the opportunity to develop in the service and demonstrate their abilities, skills and abilities in various areas of public administration. Career growth depends on how much work experience and knowledge grow and how much this knowledge corresponds to the position held.

After the certification is completed, the civil servant must be notified of the results of his/her work, comments on the evaluation criteria. Thus, the results of the performance appraisal may have a positive or negative impact on the civil servant, as they are the basis for making various decisions, such as advanced training, training, remuneration, incentives, salary increases, additional bonuses, as well as the need for dismissal.

In Great Britain, the issue of determining the size of wages is handled by special departments and agencies. It is worth noting that the JEGS (job Assessment and Grading Support) method is used to determine these values, with the help of which it is possible to assess the importance of a particular function based on various factors and special computer programs¹¹.

This system of remuneration of civil servants is connected with the assessment of the efficiency and significance of the work they perform. That is, the salary of an official depends to some extent on his position in the classification of positions. Although maximum and minimum salary limits are established, but within these limits all allowances and bonuses are determined on the basis of the results of the work of civil servants¹².

In the UK, the main form of incentives for civil servants is direct financial incentives based on performance. Therefore, many experts consider the existing system ineffective in increasing the efficiency of civil servants.

⁸ In this place.

⁹ Кононов, Е. В. Опыт развитых государств в сфере оценки и стимулирования труда государственных служащих в соответствии с результатами этой деятельности // Региональная экономика и управление: электронный научный журнал. – №4 (24). – ст №2403. – 2010. URL: <http://eee-region.ru/article/2403/>

¹⁰ Джордж М. Аттестация государственных служащих в Англии // Государственная служба. Карьера и профессиональный рост. Зарубежный опыт. М.: РАГС, 1996.Г №4, С. 14.

¹¹ <https://www.gov.uk/government/publications/job-evaluation-and-grading-support-jegs-for-civil-servants>

¹² Кононов, Е. В. Опыт развитых государств в сфере оценки и стимулирования труда государственных служащих в соответствии с результатами этой деятельности // Региональная экономика и управление: электронный научный журнал. – №4 (24). – ст №2403. – 2010. URL: <http://eee-region.ru/article/2403/>

The "Civil Service Code" came into force in France on March 1, 2022 and consists of 1,265 articles embodied in 8 volumes. One part of this code is devoted to the evaluation of the performance of civil servants. It is worth noting that previously, the performance of civil servants was limited to a certain scale, and this practice initially proved useful in the process of promoting civil servants. Over time, France has gradually abandoned this practice. However, the "professional value of a civil servant" is assessed on the basis of an annual professional interview, and the results of the assessment are stored in the civil servant's documents, and the civil servant has the right to file a complaint against them¹³.

If we pay attention to the French experience, now the motivation of civil servants directly depends on the assessment of their activities, which consists of two procedures: an assessment interview and certification. The assessment interview is held annually and is similar to a simple informal interview, during which not only the achievement of goals and objectives is clarified, but also the need for improving the qualifications of the civil servant, career growth, certification results, and the organization discusses issues of the work of the state department. The assessment of the employee's performance directly depends on the achievement of individual results and their compliance with the set goals and objectives.

The regulatory documents clearly indicate the criteria for assessing civil servants during certification, but they often undergo significant changes. The most important criteria are: general and specific skills, adaptability to the situation, interest in the work of the state apparatus, establishing relationships with other employees, the ability to work in a team, as well as the ability to manage a team, work efficiency, understanding the tasks of the state apparatus, as well as various difficulties in different areas, the ability to perform tasks.

To make the assessment more objective, a rule has been introduced according to which the percentage of employees who can increase the score should not exceed 20%. In addition, the employee's certification assessment must be approved by several officials, first it is given by two managers, one from the department in which the employee directly works, the other from the next level, then the assessment is agreed upon with a special commission¹⁴.

At the same time, the efficiency of each employee does not affect his promotion, as well as salary, since they are strictly regulated. The career of an official depends on his passage through the system of ranks and steps, the growth of a link depends on the length of service, and the increase in rank directly depends on the head of the department, who makes the decision on the promotion. employee, and this decision in most cases does not depend on the results of work.

It should be noted that today even countries with a career system are trying to use more flexible methods of remuneration¹⁵. In general, developed countries are gradually moving towards new principles of remuneration aimed at making the civil service more attractive and efficient, and the remuneration system more equitable. More and more countries are adopting a remuneration system aimed at increasing the flexibility of the system, wages based on performance and its reform.

Analyzing the experience of foreign countries, it is necessary to introduce a career model for the promotion of civil servants in our country, in this regard, to develop a "Strategy for the Promotion of Civil Servants" in Uzbekistan, and in this strategy, it is necessary to pay attention to the following priorities: to receive a good salary for a well-performing civil servant; application of the JEGS method (support for the evaluation and grading of positions); measurement of the level of remuneration of a

¹³ <https://argos.uz/oz/press-center/news/522>

¹⁴ Кононов, Е. В. Опыт развитых государств в сфере оценки и стимулирования труда государственных служащих в соответствии с результатами этой деятельности// Региональная экономика и управление: электронный научный журнал. – №4 (24). – ст №2403. – 2010. URL: <http://eee-region.ru/article/2403/>

¹⁵ Risher, H., Schay, B.W. Grade Banding: The Model for Future Salary Programs[J]. Public Personnel Management, 1994, 32(3): 187-199

specific civil service position with the remuneration of similar positions in the private sector of the economy; flexible determination of salary assessment coefficients, rather than automatic annual salary increases; decentralize the salary system, allowing government agencies to introduce their own classifications.

It should be noted that the advantages of such a system include: increased individual motivation; increased ability to attract the most qualified labor force in conditions of serious competition with the private sector; reduction of government expenditure on wages and an increase in the absolute level of wages of civil servants.

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