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Personal and Professional Characteristics of the State Civil Service Leaders with Various Groups of Class Ranks

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Abstract: The article analyzes biographical data and outlines the results of personal and professional diagnosis for managers and specialists of the State Civil Service system and breaks down the identified trends. The urgency, the base, and the research tools are described. The theoretical model of the structure of administrative functions for managers at different levels of the managerial hierarchy is stated, according to which, the top management positions for their effective performance require from the manager not only and not so much knowledge and skills in management but the presence of clear vision of the activity significance, its content, «insight» both in the general context of a particular organizational structure activity and in a broader social context. The results of a comparative data analysis (by age, sex, position), obtained on the basis of the comparative analysis of groups of the State Civil Service leaders and leaders who are not civil servants are presented. The comparative analysis of the characteristics of the State Civil Service leaders, who have different class ranks for the four most pronounced indicators: «leadership and desire for independence», «propensity and ability to subordinate», «social mobility», as well as «readiness for training», is presented. The data is shown on the relationship between class ranks of the state civil servants holding executive positions in the State Civil Service system and their personal and professional characteristics. The results of the research presented in the article allow us to conclude that it is the development of the motivational component that is the basis for improving the entire system of working with class ranks as a real tool to motivate state civil servants.

Keywords: State Civil Service, grade ranks, professional qualification characteristics, personal professional characteristics of civil servants

ЛИЧНОСТНО-ПРОФЕССИОНАЛЬНЫЕ ОСОБЕННОСТИ РУКОВОДИТЕЛЕЙ ГОСУДАРСТВЕННОЙ ГРАЖДАНСКОЙ СЛУЖБЫ С РАЗЛИЧНЫМИ ГРУППАМИ КЛАССНЫХ ЧИНОВ

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Аннотация: В статье анализируются биографические данные и излагаются результаты личностно-профессиональной диагностики руководителей и специалистов системы государственной гражданской службы, анализируются выявленные тенденции. Описываются актуальность, база, инструментарий исследования. Обосновывается теоретическая модель структуры управленческих функций руководителей на различных уровнях управленческой иерархии, в соответствии с которой высшие управленческие должности для своего эффективного исполнения требуют от руководителя не только и не столько знаний и умений в сфере менеджмента, сколько наличие четкого видения значимости деятельности, понимания ее смыслового содержания, «вписанности» как в общий контекст деятельности конкретной организационной структуры, так и в более широкий социальный контекст. Представлены результаты сравнительного анализа данных (по возрасту, полу, занимаемой должности), полученных на основе сравнительного анализа групп руководителей государственной гражданской службы и руководителей, не являющихся государственными служащими. Приводится сравнительный анализ характеристик руководителей государственной гражданской службы, имеющих различные по уровню классные чины, по четырем наиболее выраженным показателям: «лидерство и стремление к независимости», «склонность и способность к подчинению», «социальная мобильность», а также «готовность к обучению». Приводятся данные относительно взаимосвязи классных чинов государственных гражданских служащих, занимающих руководящие должности в системе государственной гражданской службы, и их личностно-профессиональных характеристик. Представленные в статье результаты исследования позволяют сделать вывод о том, что именно развитие мотивационной составляющей выступает основой для совершенствования всей системы работы с классными чинами, как реальным средством мотивации государственных гражданских служащих.

Ключевые слова: государственная гражданская служба, классные чины, профессионально-квалификационные характеристики, личностно-профессиональные особенности государственных служащих

Relevance and the basis for research

Today the question of finding the new approaches to stimulate the efficiency of civil servants activities is quite relevant, since the main potential is concentrated in this sphere, providing the necessary actions in the field of the country's economic and social development [4, 8, 9, 11]. One of the mechanisms that stimulate professional and managerial activity of executives is the system of class ranks, which has a rather rich history in our country [2, 10, 16]. At present day, the system for assigning class ranks is regulated by Federal Law No. 79-FZ of July 27, 2004 [1]. To some extent, the existing system for assigning class ranks to the State Civil Service, as it seems to us, does not fully use the resources that are potentially contained within it to fulfill its motivational function.

Within the framework of this article, biographical data is analyzed and the results of personal and professional diagnosis of managers and specialists of the State Civil Service system with various class ranks are described. The presented results are aimed to facilitate understanding of the resources that have not yet been implemented within the existing system for assigning class ranks and allow us to outline some possible prospects for its further improvement.

In total, 469 state civil servants of the highest, leading, senior and head groups of ranks participated in the study (**Table 1**)

According to the Federal Law "On the State Civil Service of the Russian Federation" of 2004, the assignment of class officials to the civil service is associated with a group of positions held by managers and specialists [1].

In accordance with this, all participants were divided into 4 groups. The first of them included persons holding the rank of the Actual State Advisor of the Russian Federation of 1st, 2nd or 3rd class, the second one - the State Advisor of the Russian Federation of 1st, 2nd or 3rd class. In the third one there was the Advisor of the State Civil Service of the Russian Federation 1st, 2nd or 3rd class. Finally, the fourth group consisted of persons with class ranks of the State Civil Service Referents of the Russian Federation of 1st, 2nd or 3rd grade. Since the entire mass of civil servants participants was made up of persons occupying leading positions in their absolute majority, the representatives of the last group of class officials, the Secretaries of the State Civil Service of the Russian Federation of 1st, 2nd or 3rd class, were not represented in the array. The distribution of participants in the survey by the level of positions held (according to the results of self-reports) is presented in the **table 2**.

Table 1. Sample representation of participants with different class ranks

	Amount	%%
Actual State Advisor of the Russian Federation, 1st class	26	5,5
Actual State Advisor of the Russian Federation, 2nd class	30	6,4
Actual State Advisor of the Russian Federation, 3d class	43	9,2
State Advisor of the Russian Federation, 1st class	27	5,8
State Advisor of the Russian Federation, 2nd class	28	6,0
State Advisor of the Russian Federation, 3d class	33	7,0
Advisor of the State Civil Service of the Russian Federation, 1st class	64	13,6
Advisor of the State Civil Service of the Russian Federation, 2nd class	75	16,0
Advisor of the State Civil Service of the Russian Federation, 3d class	89	19,0
Referent of the State Civil Service of the Russian Federation, 1st class	13	2,8
Referent of the State Civil Service of the Russian Federation, 2nd class	18	3,8
Referent of the State Civil Service of the Russian Federation, 3d class	23	4,9

Table 2. The distribution of study participants by the level of positions held (based on the results of self-reports)

	Actual State Advisor of the Russian Federation, 1st, 2nd or 3d class	State Advisor of the Russian Federation, 1st, 2nd or 3d class	Advisor of the State Civil Service of the Russian Federation, 1st, 2nd or 3d class	Referent of the State Civil Service of the Russian Federation, 1st, 2nd or 3d class	Total
Specialist, chief, leading consultant, assistant, etc.	0	0	18	10	28
%%	0,0%	0,0%	7,9%	18,5%	6
Deputy Head of Department	0	1	14	6	21
%%	0,0%	1,1%	6,1%	11,1%	4
Head of Department	6	10	42	12	70
%%	6,1%	11,4%	18,4%	22,2%	15
Deputy Chief of Administration	9	14	28	3	54
%%	9,1%	15,9%	12,3%	5,6%	12
Chief of Administration	21	15	34	4	74
%%	21,2%	17,0%	14,9%	7,4%	16
Deputy Head of Organization	30	18	39	9	96
%%	30,3%	20,5%	17,1%	16,7%	20
Head of Organization	24	23	38	9	94
%%	24,2%	26,1%	16,7%	16,7%	20
Other answer	9	7	15	1	32
Column Percent	9,1%	8,0%	6,6%	1,9%	7
Count	99	88	228	54	469

Table 3. The structure of leaders' positions

Background array of leaders	Specialist, Chief, Leading Consultant, Assistant, etc.	Deputy Head of Department	Head of Department	Deputy Chief of Administration	Chief of Administration	Deputy Head of Organization	Head of Organization	Other answer	Total
Amount	85	21	139	103	196	372	711	190	1,817
%%	4,7%	1,2%	7,6%	5,7%	10,8%	20,5%	39,1%	10,5%	100%

Table 4. Distribution of study participants and managers by gender

	Civil servants	Background array	Total
Men	265	1,128	1,393
%%	56,5%	62,1%	
Women	204	689	893
%%	43,5%	37,9%	
Total	469	1,817	2,286

Listed characteristics allowed to form an array of comparisons, which were made by managers of various fields of activity. The total number of managers and specialists included in the comparative array was 1817 people. The overall structure of the array according to the levels of posts corresponded to the array of civil servants (**Table 3**).

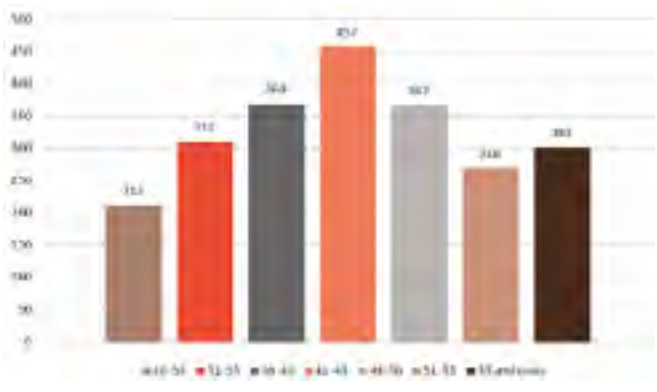
It should be noted that the percentage of managerial position replacements, despite some differences, is not statistically significant due to the presence of a certain class level among the civil servants, which is very important from the point of view of assessing its motivational impact.

The age-sex characteristics of the participants in the study and the background array of leaders were quite similar in gender (**Table 4**). So, if in the array of civil servants participating in the survey the percentage of men was 56% of the total number of surveyed persons, then in the background array this figure was equal to 62%, which ensures their sufficient statistical equality and ensures comparability of data on this indicator.

To study age differences in the preliminary stage, all participants were divided into 7 representative age groups based on the actual distribution of the whole array for specific age categories (**Figure 1**).

As for the distribution within the array between the survey participants and the background array, there are some differences. Thus, the average age of participants in the study is 41, and that of the managers included in the background array is 44. In general, there is some displacement of the background array in the direction of older age groups, but, in general, due to the large sample size, this shift is not critical.

Figure 1. The overall distribution of the entire examined array in age groups



Description of the research methodology

The study compared the results of a selected array of civil servants and the background array of managers, based on the results of a questionnaire for managerial capacity that has been used for a number of years in the procedures to assess personal and professional characteristics of candidates for the reserve of managerial personnel under the patronage of the President of the Russian Federation. This questionnaire is also used during the organization of individual work with representatives of the highest level of managerial personnel of the Federal Reserve [13].

The questionnaire includes three groups of questions. The first one is aimed at the objective assessment of managerial and professional experience. The second includes questions on the identification of subjective management models and attitudes reflecting personal and profes-

Figure 2. Comparative profiles based on the results of the questionnaire for managerial capacity of the State Civil Service System leaders and the background array of managers (on a 10-point normalized scale)



sional characteristics that are important for professional activities. The third group is biographical. The result of the questionnaire is the assessment of personal and professional characteristics, managerial and professional experience, motivation and managerial potential for 24 indicators.

Main research results and identified trends

Comparison of the average group indicators of the civil servants array for the survey participants and the background array of managers according to the questionnaire for the managerial potential assessment showed a rather large similarity (**Figure 2**).

Significant differences ($p<0.01$) are recorded only by four indicators: «leadership and desire for independence», «propensity and ability to subordinate», «social mobility» and «readiness for learning». The last three indicators are higher for representatives of the State Civil Service. As for the leadership qualities, their expressiveness among representatives of the State Civil Service is significantly less than that of the background array of managers (5.7 against 6.1 on a ten-point scale).

Other differences observed are significant at a lower level and can be considered as trends. At the same time, even at this level they are of interest. Thus, representatives of the State Civil Service with higher inclination and ability to subordinate, demonstrate a lesser internal orientation to the tasks posed, that is, they are less inclined to accept them not only rationally, but also at the internal, motivational level.

State Civil Service leaders also express to a lesser extent the «strength of personality» – the ability to overcome both external and internal (psychological) limitations in achieving the goal. Internality (the propensity and ability to ascribe responsibility for everything that happens) is relatively less presented. At the same time, however, the State Civil Service leaders have more motivation for professional growth and development than managers of the background array.

In addition, as already noted, the array of state civil servants who took part in the study is much more differentiated than the background array in terms of managerial positions. It is reflected in their class ranks, which are quite tightly related to position groups.

A more detailed analysis shows quite interesting differences, according to the already selected indicators within the body of the State Civil Service leaders. It turned out that these differences are expressed in statistically significant number of indicators. Some of them relate to intra-group differentiation, others are interesting from the standpoint of comparing them with the background array of managers.

As it can be seen from the figure 3, there is no significant difference between the background array of managers and an array of civil servants in an indicator as significant for strategic management as «the expression of a strategic life idea». At the same time, a more detailed comparison of groups shows that there is such a difference, moreover, it has a pronounced significant character (at the level of $p<0.01$) (**Figure 3**).

The State Civil Service leaders, holding the higher and the main groups of posts, having ranks of the Actual State Advisor of the Russian Federation and the State Advisor of the Russian Federation of various classes, demonstrate substantially higher averages for this indicator not only in comparison with other state employees, but also with a broad number of managers in the background array (Figure 3).

Figure 3. Average values on the scale «The expression of the strategic life idea» (questionnaire for assessing managerial potential) of the study participants – the State Civil Service leaders and the background array of managers [1]

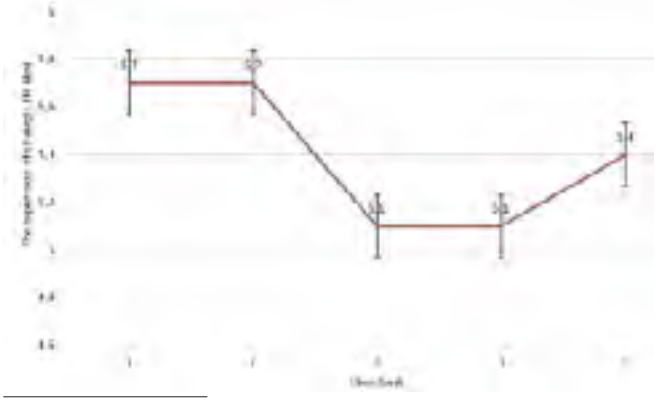
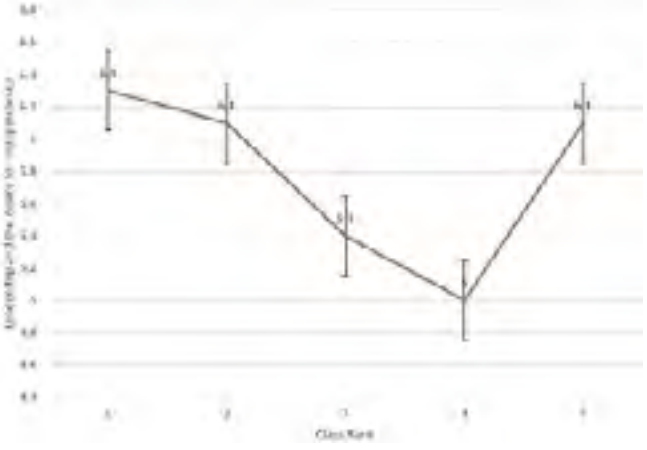


Figure 4. Average values on the scale «Leadership and the desire for independence» (questionnaire for assessing managerial potential) of the study participants - the State Civil Service leaders and the background array of managers



1 Here and below, the following encoding of the groups is used: 1 – Actual State Advisors of the Russian Federation, 1st, 2nd or 3d class; 2 – State Advisors of the Russian Federation, 1st, 2nd or 3d class; 3 – Advisors of the State Civil Service of the Russian Federation, 1st, 2nd or 3d class; 4 – Referents of the State Civil Service of the Russian Federation, 1st, 2nd or 3d class; 5 – Background array of managers.

The obtained results are in full compliance with the justifying theoretical model of the managerial functions structure at different levels of the management hierarchy. In accordance with this model, senior management levels require the leader not only to have knowledge and skills in the field of management, but also see the importance of being active, understand its semantic content, fit into the overall context – of not only specific organizational structure, but also in the broader social context [13]. This data is not contradicting the results of other researchers of this problem [5; 6; 7; 12].

A similar pattern is observed in such a key indicator as «leadership abilities and the desire for independence» (**Figure 4**).

The lowest values for this indicator are observed in the group of managers who have a class rank of the Referent of the State Civil Service of the Russian Federation, which, in principle, corresponds to the level of their managerial positions. As for the leaders of the higher and the main groups of positions, according to this indicator, they practically do not differ from the leaders who were included in the background comparison array.

It should be noted that difference in leadership qualities, presence and degree of expression of the strategic life idea are the features of managers on different levels of operation.

These differences, as our studies show, have two key reasons. On the one hand, as a rule, the presence and severity of these qualities are the reasons for faster career advancement. On the other hand, performing the functions of a high-ranking leader is a factor in the development of these two characteristics. At the same time, it can be a conscious development based on the acquisition of special knowledge and development of skills, as well as the acquisition of relevant qualities as a result of experience accumulation through trial and error, which undoubtedly affects the effectiveness of managerial activities at various stages. Realizing and developing the resource approach in diagnosing managers and specialists, we have repeatedly recorded the fact that effectiveness of activities depends on the propensity and ability of managers to search for and develop their own resources. This is noted today by an absolute majority of specialists in the field of diagnostics and development for managerial personnel. This is especially important in the situation of a rapidly changing world [7; 12; 15].

Comparative analysis of the research results on the managers' personal and professional characteristics showed that this particular characteristic is rather interestingly related to the position level and, accordingly, to class ranks of civil servants.

First of all, as we noted at the preliminary stage of analysis, interesting is the fact of a higher preparedness for training in all groups of surveyed the State Civil Service leaders, regardless of their class rank, compared to the background array of managers. These results to some extent contradict with the image of a conservative officer replicated by the media (**Figure 5**).

At the same time, it is also interesting that with the growth of class ranks and the position level, there is a slight decrease in readiness for learning and self-development, despite the fact that at the lowest of the recorded levels these values are significantly higher than in the background array. The greatest willingness to learn and develop was recorded among managers who have the smallest (among the surveyed) class rank. At least it is necessary for a group of Advisors of the State Civil Service. This is a rather interesting fact, a more detailed analysis of which will be given below.

Figure 5. Average values on the scale «Readiness for learning and self-development» (questionnaire for assessing managerial potential) of the study participants – the State Civil Service leaders and the background array of managers

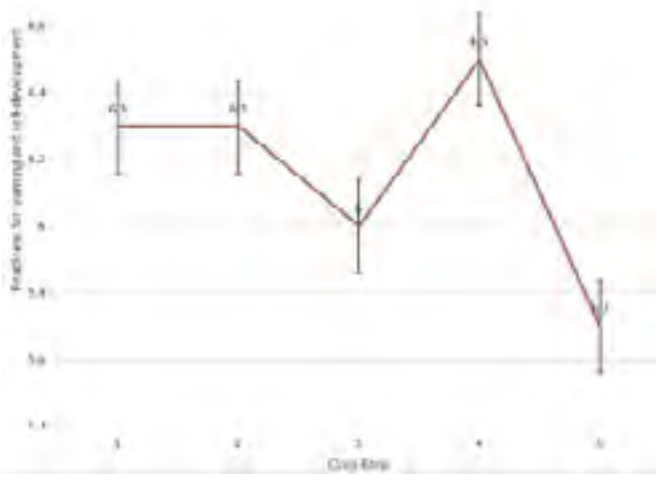
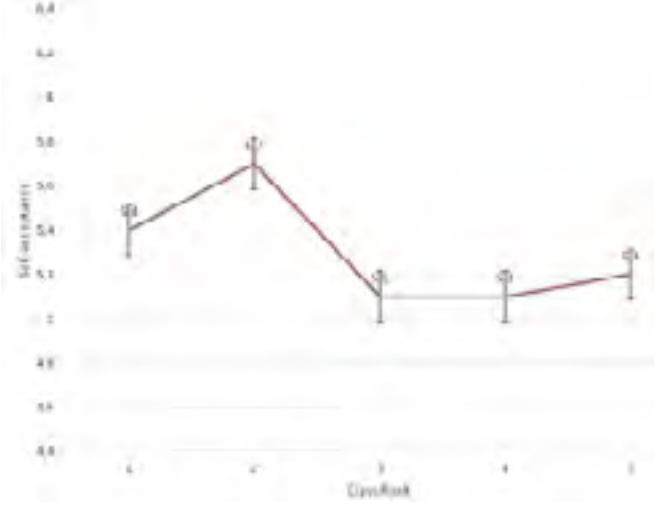


Figure 6. Average values on the scale of «Self-acceptance» (questionnaire for assessing managerial capacity) of study participants – the State Civil Service leaders and the background array of managers



Against this background, a very interesting fact is observed in the group of leaders with high class ranks – they higher scores on the scale of «self-acceptance», which reflects the degree of satisfaction with oneself, one's qualities, knowledge and competence. The mentioned values in these groups are statistically higher (at the level of $p<0.01$) than those of the leaders of the background array. These indicators are especially high in the group of State Advisors (**Figure 6**).

Obviously, this is largely correlated with the noted above tendency for a certain decrease in the preparedness and learning in these groups.

In this research, we recorded another interesting fact associated with the self-esteem of civil servants with different class ranks. It was found that the group's ranks significantly change one's perception about their capabilities in addressing large-scale strategic objectives. The structure of the questionnaire to assess the managerial potential included a question "How strongly do you believe that in the future you will play such an important role that it can change something in this life?" The question suggested four possible answers from a solid «Yes» to a confident «No» with two intermediate versions: «Probably Yes» and «Probably No». The respondents' answers were combined into two groups. The first of these were the answers «Yes» and «Probably Yes», the second one contained «No» and «Probably No». In the end, quite an interesting pattern was revealed (**Figure 7**). Generally, the figure shows that all leaders of the State Civil Service System are fairly confident in their life perspectives. For comparison, 71% of the respondents in the background array gave such answers. As it can be seen from the figure, managers who have a class rank of the Referent of the State Civil Service, who actually occupy one of the entry levels in the administrative hierarchy of the State Civil Service, are confident that, to a greater or lesser extent, they will be able to change something in the modern life. This confidence is significantly higher than that of the managers included in the background array.

Leaders who have a class rank of the Advisor of the State Civil Service of the Russian Federation of 1st, 2nd or 3d class are much less sure in their possible impact on social life in the future. Another surge of such confidence is observed in the next group according to the level of class ranks – the State Advisors of the Russian Federation. It reaches its maximum values of 83% in the representatives of this group in particular! Finally, managers with the highest class grades experience a slight decrease in such confidence, although it remains relatively high.

This fact requires a further independent research, based on the dependence of the assessment of capabilities for managerial positions at a specific level, time spent in the group with the appropriate class rank and many other factors. However, there is a reason to believe that this effect may occur in the process of career advancement in other hierarchical systems. It can be called the effect of «disillusionment». While occupying a certain position in the managerial hierarchy, people tend to overestimate the possibilities of influence and autonomy in decision-making at higher levels of management. This assessment is not realistic; moving to a higher position and assigning a new rank, managers understand that their expectations do not match reality. The fact of the transition to the group rank «The State Advisor of the Russian Federation» is in itself psychologically significant and has again been connected with a sense of empowerment. The transition to the new group once again shows limitation. However, as noted before, this fact requires a deeper and more comprehensive study.

As it was mentioned above, one of the important personality characteristics of an effective manager is his ability to understand and accept the tasks set by the supervisor, while getting actively involved into their implementation, not only on a rational, but also on an

Figure 7. The distribution of answers to the question: «Do you think that in the future you will play such an important role that you can change something fundamentally in this life?» (in groups of managers who have different class ranks)

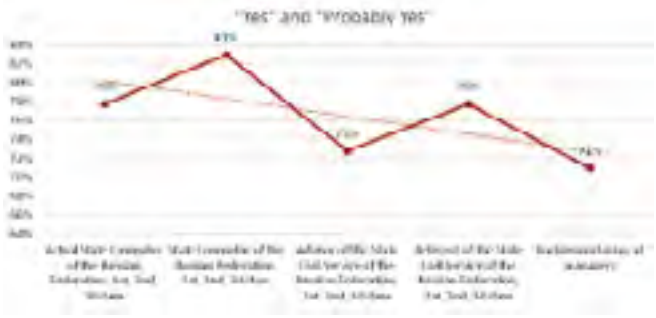
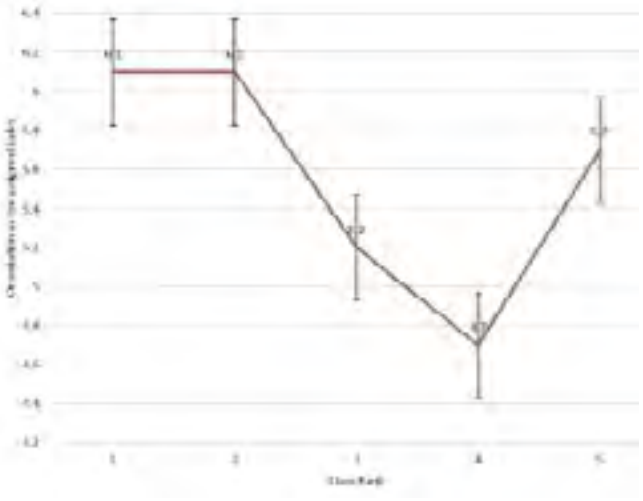


Figure 8. Average values on the scale «Targeting the assigned tasks» (questionnaire for assessing managerial potential) of the study participants – the State Civil Service leaders and the background array of managers



emotional level. Understanding and accepting the tasks is the basis for effective influence on subordinates.

This is especially significant in hierarchical systems, to which, despite the active introduction of new forms of governance, the current state civil service is referred.

As can be seen from the **Figure 8** representatives of a group of the State Civil Servants with the highest class ranks are the ones who are most focused on the assigned task. The less focused are the groups with the lower class ranks. At the same time, the background array of managers is also characterized by high average values for this indicator.

The comparison of the selected groups in terms of assessing their average group readiness and their propensity for subordination is very interesting from these positions. As the obtained results show, against the backdrop of high orientation to the assigned tasks, propensity and willingness to subordinate is not high. Moreover, with the increase in managerial rank the readiness for subordination reduces significantly (**Figure 9**).

This result is well correlated with the fact that with the growth of the managerial level and, accordingly, the class rank, the desire for leadership and the preferential orientation to one's own vision in solving managerial tasks are growing. At the same time, this result does not contradict the above-described higher orientation toward the tasks assigned to managers with a higher managerial position reflected in class rank. The conscious internal acceptance of tasks and orientation towards their effective solution does not at all imply being ready for direct subordination and delegating responsibility when making decisions. By the way, this is well illustrated in the figures (Figure 8 and Figure 9) by differences in the intensity of these indicators in the group of leaders, which included civil servants with the lowest high class ranks (group 4). Having no great managerial experience and just starting a career, they show the highest possible (as compared to other groups) willingness to subordinate against the background of the lowest inclination and ability to internally accept the assigned tasks.

Finally, another feature found in the study concerns the ratio of professional and managerial components in the civil servants motivation in comparison with their class ranks. There is a situation quite typical for groups of managers on different managerial levels.

The higher the real level of management, the more space the managerial component occupies in the structure of motivation versus the professional one (**Figure 10**). This is quite logical. Moreover, such correlation is one of success factors, as the results of our studies show. This was repeatedly written by the experts in the field of managerial consulting [7].

At the same time, a significant gap between these components also does not appear positive, but this is observed in the group of the State Service leaders with the highest class ranks.

Conclusion

This analysis allows us to draw several conclusions regarding the relationships between the class ranks of the state civil servants occupying senior positions in the State Civil Service system and their personal and professional characteristics. The data obtained, of course, cannot fully indicate the effectiveness of the system for assigning the class ranks. It only shows how this system reflects the real level of development of personal-professional and managerial qualities. It is obvious that many of the observed peculiarities and differences have no direct connection with the level of rank. Increasingly, as the study showed, these differences are associated with the position growth of leaders, which in the existing system is «tied» to class ranks. However, the obtained results allow us to say that such binding is necessary but not a sufficient condition for the effective system to assign class ranks.

Figure 9. Average values on the scale «Addiction and Ability to Subordinate» (questionnaire for assessing managerial potential) of the study participants – the State Civil Service leaders and the background array of managers

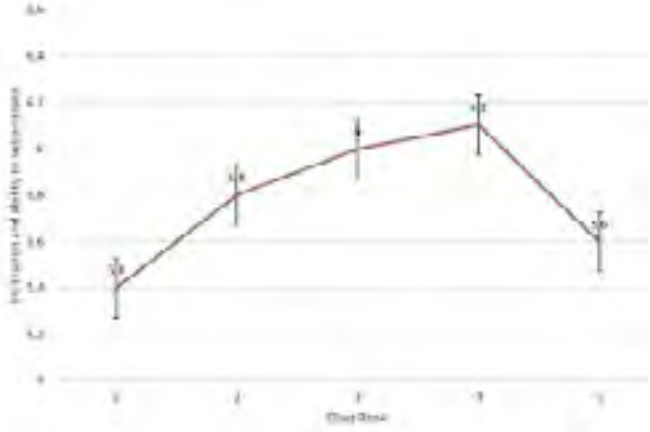
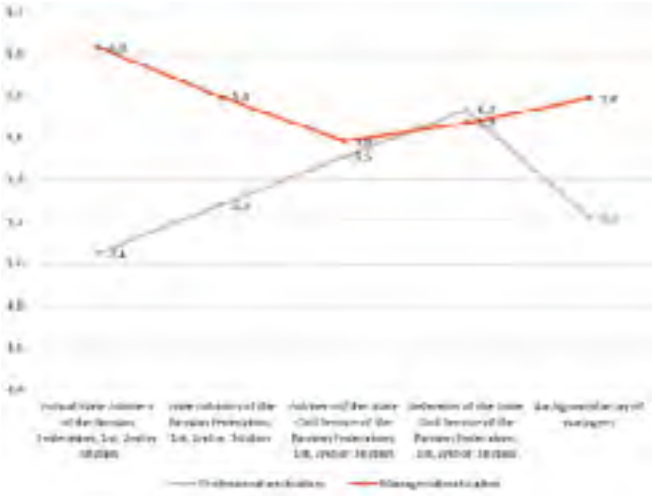


Figure 10. The correlation of professional and managerial motivations in groups of the State Civil Service leaders with different class ranks (based on the results of the questionnaire for assessing managerial potential)



In addition, the obtained data have shown the specificity of manifestation for personality-professional features at various levels of management, its dependence on the entire system of a hierarchically organized State Civil Service. The study showed that the leaders in the group of higher and senior positions in the State Civil Service who have class ranks of an Actual State Advisor and State Advisor of the Russian Federation are significantly more different from their colleagues in expressing a strategic life idea, their inclination and ability to lead. They are distinguished by a much higher level of independence in decision-making and a higher focus on the solution of problems. At the same time, with the growth of class ranks, the readiness for learning and self-development is somewhat reduced against the background of a sharp decrease in motivation for professional growth and development. This is accompanied by an increase in the level of self-acceptance, which also does not contribute to the growth of motivation for self-development.

The presented results of the research make it possible to draw an important conclusion that it is the development of the motivational component that is the basis for improving the whole system for working with class ranks as a real tool to motivate state civil servants.

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