

Background...	Restructuring...	Senior Management...	Challenges...
Legal Framework...	Organisation of HR...	Industrial Relations...	
Composition...	HR Management...	Reforms...	

Background

Employment in central government under the main General Employment Framework (GEF):¹

2009: 683 000 employees

Total employment in the general government sector as a percentage of labour force (2010):[†]

20.2%

Central human resources management body:

Ministry of Labour and Social Development

Government production costs (2010)^{††}



Government centralisation (2008)^{††}



Type of recruitment system (2010)



Legal Framework

GEF covers all employees:	95%
GEF includes fixed-term contracts:	No data
Private law applicable in public sector:	Yes

Employment in the civil service is governed by the Federal Law No. 79-FZ "On the State Civil Service of the Russian Federation", which applies to all state officials. Civil servants are granted the right to

unionise, but not to strike. Some guarantees are made to civil servants in favour of life-long employment.

Staff have the right:

to unionise to strike

Benefits, to which employees are entitled to, are:

Full funding of social security Partial funding of social security Some funding of pensions

Firing rules provide:

Different guarantees about job protection / dismissal Guarantees in favour of life-long employment

	to unionise	to strike	Full funding of social security	Partial funding of social security	Some funding of pensions	Different guarantees about job protection / dismissal	Guarantees in favour of life-long employment
Public sector	Yes	No	No Data	No Data	Yes	No Data	Yes
Private sector	No Data	No Data	No Data	No Data	No Data	No Data	No Data

Composition of Employment

Central government employment (2009)¹

Total employment under GEF: 683 000 employees

Part-time employment: No Data

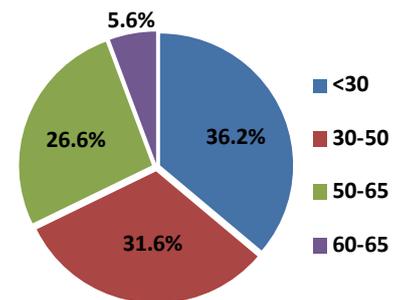
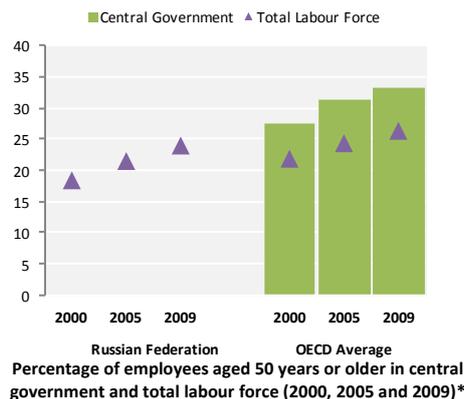
Part-time employment is generally not practiced.

Gender in central government (2010)¹

Female participation in central government workforce: 71.7%

Share of top and middle positions who are women: 20.0%

¹ Data are for core ministries of central/federal government only.



Age structure of the public sector 2009

Part-time employment is generally not used in the civil service of the Russian Federation. Data regarding the age structure of the public sector are not suitable for a direct comparison with OECD averages; however, some brackets do coincide. There is a particularly high representation of employees under the age of thirty, 36.2% in 2009 compared to the OECD average of 11.7%. The proportion of public employees aged 50 or older, 32.2% in 2009, is close to the OECD average of 34.3%. The time

trend for older public employees is unavailable; however, that of the total labour force is increasing, consistent with the OECD average but from a lower level. According to Russian State Statistics, women accounted for 71.7% of the central government workforce, much higher than the OECD average of 49.5%. However, only 20.0% of top and middle positions were occupied by women, significantly below the OECD average of 34.7%.

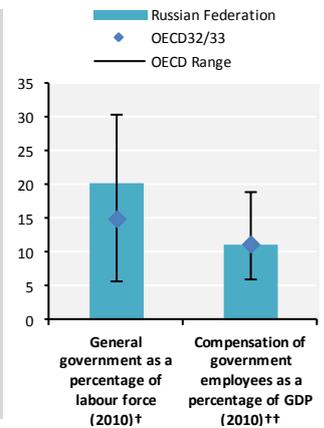
Public Sector Restructuring

The Russian Federation, along with 25 OECD countries, reported an anticipated decrease in public employment levels as a result of planned reforms. In 2010, the Russian government made a decision to reduce the federal bureaucracy by 20%. Further data are unavailable regarding the particular restructuring measures in place. The government is allowed to dismiss employees with open-term contracts when it seeks to restructure, but it must propose reallocation possibilities beforehand. General government sector employment (excluding public corporations) as a percentage of the labour force, 20.2% in 2010, is above the OECD average of 15.1%. Compensation of public employees as a percentage of GDP, 11.0% in 2010, is consistent with the OECD average of 11.3%.

Anticipated reforms' effect on employment level: Decrease

Implemented changes in employment levels affecting more than 50% of ministries/agencies since 2000:

- Reorganisation / restructuring



Organisation of HR Management

Decentralisation of HR Management

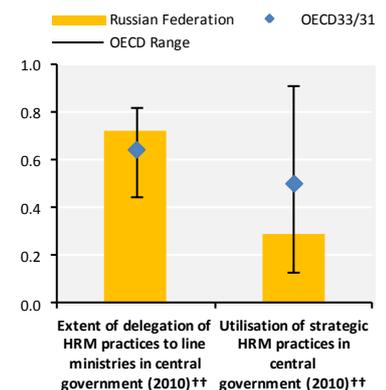
Central HRM unit:	Ministry of Labour and Social Development
Personnel, budget and pay delegation:	<ul style="list-style-type: none"> • Bonuses are managed by ministries. • Other issues either vary with department or are not applicable.
Classification, recruitment and dismissal delegation:	<ul style="list-style-type: none"> • Recruitment, contract duration, career management and dismissal are managed by ministries.
Employment conditions delegation:	<ul style="list-style-type: none"> • Working conditions, performance appraisal, the code of conduct and equal opportunities issues are all managed by ministries.

Strategic HR Management

Existence of HRM accountability framework for managers:	No, HRM is only marginally linked to planning and reporting.
HRM targets feed performance assessments:	No
Regular HRM assessment of ministries and departments:	No
Top & middle management plan and report on:	<i>None of the identified issues have been reported as being in use.</i>
Forward planning use:	Yes, with regular, systematic process.
Forward-planning horizon:	1 year
Key aspects explicitly considered in forward planning:	<ul style="list-style-type: none"> • Possibilities for relocating staff • Efficiency savings (for example, through e-government)

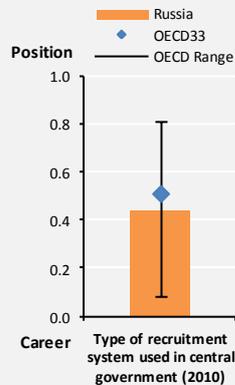
The Russian Federation delegates HRM practices to line ministries to a greater extent than the average OECD country. Until recently there was no central body to manage HRM issues and co-ordinate policy; however, a newly created Ministry of Labour and Social Development in June 2012 now has the responsibility for the development and implementation of regulations on public employment and management. Most HRM issues are delegated to ministries within established guidelines and units/teams are not directly involved in management. Delegation has led to comparable employment frameworks within

ministries, with significant differences across them. The Russian Federation makes less use of strategic HRM practices compared to the OECD average. There is no accountability framework for management and HRM is only marginally linked to planning and reporting. HRM targets are not considered in performance appraisals of management and regular assessments of ministries' HRM capacity are not undertaken. Forward planning is undertaken in a systematic manner that considers only a few issues over a one year period.



HR Management Practice

RECRUITMENT: The Russian Federation uses a recruitment system which is a mix of career based and position based. Entry into the civil service is usually gained through a competitive examination, delegated to the organisational level; however, recruitment is predominantly for a specific position rather than general service. When applying for junior positions or after the conclusion of a fixed-term contract open competitions do not apply. A shortlist of candidates is made by the ministries' HR department to ensure merit-based recruitment, and some use of assessment centres has recently been implemented. All posts are open to internal and external recruitment through direct application. No actions have been recently taken to increase or decrease the use of external recruitment.



PERFORMANCE: Formalised performance assessment of organisations and of almost all individuals is mandatory, but the implementation of the legislative provisions is still in its very early stages. State civil servants are subject to an appraisal once every three years. Performance management of individuals in the Russian public administration consists mainly of the judgement of the superior on the individual's behaviour, and training courses taken in the last years. Assessment is of high importance to career advancement, but is not relevant for remuneration or contract renewal. Russia, along with six OECD countries, does not use performance-related pay. However, some bonuses are given for performance of especially important and complex assignments and a draft law proposes to introduce a performance bonus for "executive" and "assistant (counsellor)" categories of civil servants.

PAY SETTING: Base salary is set by the recommendations of the government and is indexed to inflation. There is no established timeframe for salary revision. Compensation of Russian public employees consists of the monthly salary in accordance with the occupied civil service position (base salary) and in accordance with the class ranking of the position (class ranking allowance), as well as monthly allowances which are calculated in relation to the base

salary. The base salary of top management is determined by performance, experience, seniority and the job content. A wide range of supplements and bonuses are also used, such that base salary accounts for roughly 20% of pay, and guaranteed supplements and bonuses make up 80%. Seniority based pay is in use across the civil service, and the number of years in a similar position factor into pay levels for new staff.

Most important factors to determine base salary	Top Management	Middle Management	Professionals	Secretarial Level	Technical Support
Educational qualification	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Job content	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Ministry	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Performance	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Age	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Seniority in the position	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Relevant experience	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

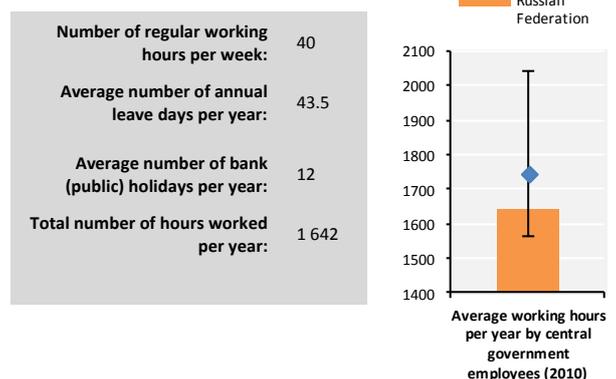
Key importance
 Somewhat important
 Not at all important

PROMOTIONS: Years of experience and qualifications are the most relevant factors in promotion decisions for all levels of management. To change between hierarchical level, staff must sit a new competitive examination, and education levels present a further formal restriction. Vacancies are published on transparent government-wide listings. There are no active policies to promote the recruitment of under-represented groups.

MOBILITY: Internal mobility has remained steady, although plans to increase the establishment of pools of available staff are in place. This is done through the use of personnel reserves, which forecast the positions which will be vacant within the next year and enhance openness and accessibility of information. External mobility is accepted, but not promoted in any particular way. Staff on external postings face no costs if they do not return to the civil service.

TRAINING: All civil servants receive training which is differentiated by seniority level upon entry. On average, civil servants receive 7-10 days training per year.

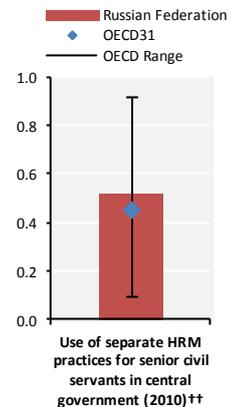
WORK CONDITIONS: The average yearly working hours in Russian Federation, 1 642 hours in 2010, is substantially less than the OECD average of 1 745 hours. This is driven by more annual leave days than any OECD country, and is partially offset by longer weekly work hours. The average number of sick days per employee is 14 days per year. Paid sick leave with a medical certificate is limited and preventative care is recommended for those with high rates of absenteeism.



Senior Management

Russian Federation uses separate HRM practices for senior civil servants (SCS) to a slightly greater extent than the average OECD country. SCS are considered as a separate group and a centrally defined skills profile applies to some organisations. SCS are selected early in their careers through competitive examination and managed as a group, with more emphasis placed on performance management and avoiding potential conflicts of interest. In addition, a higher proportion of their salary is paid in benefits, appointment is for a specified term and appointment depends on contract renewal. However, there are no consistent rules for

recruitment, career development, training and separation from the service for senior managers. The interface between the political and administrative appointments is blurred, as state civil servants in executive positions are largely appointed by discretionary means (although minimum qualifications for such positions are established by law). The president has influence over the appointment/dismissal of top and middle management, with the minister and others in ministry having influence over that of lower grades. All top management turn over with a change in government, as well as many middle managers.



Industrial Relations

Approximately 60% of public servants belong to a union; but the rate of unionisation has reportedly decreased over the last 10 years. Joining a union is voluntary. Unions are partially supported by public

funds, and they are consulted on a voluntary basis regarding the definition of working conditions. All employees are entitled to join a union, but only a few have the possibility to strike.

Reforms

The Russian public administration is in the midst of a transition to a modern and dynamic civil service that aims to be more transparent and accountable. The recent introduction of the 2009-2013 Civil Service Reform Programme aims to strengthen the state civil service system and improve the professionalism of public employees. Russian authorities are working to improve the efficiency and transparency of the recruitment process. Modifications to the personnel reserve, specific criteria for membership, higher involvement of non-profit organisations in the selection committees, and a growing focus on

competencies rather than just of academic credentials are critical elements to this end. The administrative reforms of 2004 established mandatory performance assessment for organisations and almost all individuals, which is still in early stages of implementation. In addition, draft legislation on the introduction of performance-related pay awaits implementation, and performance indicators are being developed in order to provide objective grounds for performance assessment.

Challenges

- Several features of the previous regime – like politicised appointments of senior public servants, compensation based on seniority, and limited transparency of administrative systems – are still present in some form in the current administrative environment.
- Clarifying the political and managerial interface and investing in leadership capacity will be key steps towards the development of a neutral civil service in Russia.
- Defining clear lines of authority and responsibility for HRM policy design and implementation, and ensuring transparency, competition, and merit in the recruitment process.
- Embedding the core values of the code of conduct into Russian administrative culture is critical to improving impartiality, professionalism, integrity and neutrality.

Sources

Unless indicated otherwise, all data are sourced from OECD (2010), *Survey on Strategic Human Resources Management in Central/Federal Governments*, unpublished.

* Data for Total Labour Force from OECD *Labour Force Statistics Database*; data for Central Government from OECD (2011), *Government at a Glance 2011*.

† Data from International Labour Organization (ILO) *LABORSTA Database* and OECD *National Accounts Statistics*. See Methodological Note.

†† OECD (2011), *Government at a Glance 2011*, OECD Publishing, Paris.

~ OECD (2012), *Restoring Public Finances, 2012 Update*, OECD Publishing, Paris.

° OECD (2010), *Survey on the Compensation of Employees in Central/Federal Governments*, unpublished.

^ OECD (2012), *Rewarding Performance in the Public Sector: Performance-related Pay in OECD Countries*, unpublished.

Further Reading

OECD (2012), *Public Sector Compensation in Times of Austerity*, OECD Publishing, Paris.

OECD (2011), *Public Servants as Partners for Growth: Toward a Stronger, Leaner and More Equitable Workforce*, OECD Publishing, Paris.

OECD (2011), *Government at a Glance 2011*, OECD Publishing, Paris.

OECD (2008), *The State of the Public Service*, OECD Publishing, Paris.