

Industrial and Regional Features of Professional Standards Implementation

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Abstract - The relevance of the topic is due to the importance of assessing the qualifications of workers based on the developed professional standards. The article identifies the objective prerequisites for the introduction of professional standards. The stages and stages of the implementation of professional standards in organizations and enterprises of various sectors of the economy are highlighted. The main organizational characteristics of the preparatory stage of the implementation of professional standards are identified.

Keywords - professional standards, qualifications, qualification requirements, uniform qualification reference books, national qualifications framework, the introduction of professional standards.

I. INTRODUCTION

At present, among the strategic directions in the system of social and economic development of personnel, the issues of bringing the qualification level into conformity with modern professional standards are highlighted. Having developed a national qualifications framework, the Ministry of Labor and Social Development of the Russian Federation, together with the Russian Union of Industrialists and Entrepreneurs, defined the dominant role of professional standards in the assessment of personnel qualifications [1]. Thus, at present, traditional tariff-qualification directories, which determined the requirements for the skill level of workers, are being replaced by professional standards. In addition, these documents regulate the functional duties and the procedure for performing the basic functions of the staff [2].

To implement the Decree of the Government of the Russian Federation dated June 27, 2016 N 584 "On the peculiarities of the application of professional standards in terms of the requirements mandatory for use by state extra-budgetary funds of the Russian Federation, state or municipal institutions, state or municipal unitary enterprises, and also state corporations companies and business societies, more than fifty percent of shares (shares) in the authorized capital of which is in state property or municipal property" the main stages of their implementation were identified. It was established that this process should be carried out according to a plan approved by the Government of the Russian Federation, and is scheduled to be completed in 2020 [2]. It is fair to say that the introduction of professional standards

is a laborious and rather complicated process that leads to the transformation of the entire personnel management system. In fact, the implementation of professional standards can affect the vast majority of a country's labor force.

The most striking example of the introduction of professional standards is the UK. Until recently, the implementation and updating of professional standards was the responsibility of the Commission on Employment and Labor Skills. Currently, the main system for coordinating implementation efforts is National Occupational Standards (NOS). The materials published by this organization are used not only in assessing the qualifications of workers, but also students of colleges / colleges. and other educational institutions. In June 2011, a strategy for the development of labor skills and employment for the period 2010-2020 was adopted at the national level. Criteria for the quality of professional standards were developed. The result was a job of using national professional standards to survive the recession and stay on top of the markets.

Therefore, in Russia in recent years of scientific work on the nature, role and significance of professional standards, there has been a sufficient amount. Currently, publications related to the implementation of professional standards can be grouped in several ways.

First, regulatory and legislative materials of the Government of the Russian Federation, Ministries and departments of the Russian Federation. Undoubtedly, the basis for the organization of the introduction of professional standards lies in the changes in the Labor Code relating to professional standards, the Decree of the Government and the Ministry of Labor. Among the most significant can be distinguished instructive letters of the concerned Ministries and departments [2; 3; 4; 5]. These instructional and organizational documents consider the procedure and procedures for the implementation of professional standards, taking into account industry specifics. It is important to determine the preparatory stage of the introduction of professional standards. Meanwhile, in these documents the main stages and methodological procedures for the implementation of the preparatory period were not defined. Secondly, the prepared instructions and methodical recommendations of industry scientific and methodological

organizations, including VNIITruda. These documents provide information on the availability and methods of working with professional standards. Certain issues of the application of regulatory materials at the level of specific organizations and specific professional standards are noted. Meanwhile, often this kind of recommendations are not consistent with the instructions and regulations adopted at the industry level. Such contradictions and ambiguities clearly reduce the effectiveness of the process of introducing these regulatory materials.

Thirdly, it is possible to distinguish scientific works that indicate the need and importance and the options for possible problems of the implementation of professional standards. For example, in one of the first works, studying the transformation of the system of qualifications based on professional standards, the author identified a number of unresolved methodological problems that still require updating. Fourthly, it is possible to distinguish a group of articles and specific materials of a recommendatory nature of the direct process of introducing professional standards. Publications on this topic on the pages of the journals "Personnel Issue", "Personnel of the Enterprise", and "HR Director's Handbook" [6; 7; 8]. The manual "How to work with professional standards", prepared jointly with specialists of personnel journals, has become very popular. The works of A. Leybovich and I. Shibaev [9] are of considerable popularity.

Fifth, works defining a complex of problems of introducing professional standards and interrelations with various sectoral aspects [10; eleven]. In recent years, publications have appeared that reflect the sectoral features of the implementation of professional standards in the public service [11]. Articles disclosing problems of implementation at the level of organizations, municipal and regional services [12; 13], in the health care system [14], in education [15; 16], in the financial sphere [17], in the field of public administration [18; nineteen].

Sixthly, the introduction of professional standards, of course, is related to the issues of assessing the level of qualifications, as well as the development of job descriptions based on them [18]. These are private publications relating to specific occupational standards.

And finally, seventh, publications, denoting the connection of the qualification system and the role of professional standards in the process of training specialists [19; 20]. There are articles that reveal the features of the implementation of specific professional standards related to the provision of qualification levels [21]. In addition, some researchers define the implementation of professional standards as a process of correlating qualifications based on an assessment of the level of acquired or mandatory competencies [22; 23].

Despite such an abundance of publications on this issue, the preparatory stage of the implementation of professional standards is not provided methodically and there is no systematic approach in the practical study of this issue. This is due to several reasons of a methodical and organizational nature. First of all, by setting deadlines and proposing possible

sets of preparatory work, the sequence of the implementation process itself has not yet been determined in the legal documents submitted. So it was not adopted at the level of the Government of the Russian Federation and the Ministry of Labor of the Russian Federation "Roadmap for the implementation of professional standards", relating to the entire working population of the country. In the proposed regulatory, regulatory documents are often marked vagueness in the definitions, concepts and categories, which clearly reduces the degree of implementation. It is difficult to correlate the fact that the professional standard is developed for the profession, and is intended for a specific position. Since these are diverse categories, lawmakers and developers often put an equal sign between them. In this regard, there is no methodological toolkit for the correlation of qualification levels for class (category) positions (senior, leading specialist, etc.), and all this reduces the degree of differentiation between the individual qualification levels [24; 25]. All this hinders the main goal of introducing professional standards - differentiation according to the levels and degree of mastering the qualifications. In the process of introducing a system of professional standards in terms of qualification requirements, sectors of the economy are identified in which their use is mandatory. At the level of economic entities, plans should be developed for the implementation of professional standards. There are no official centralized guidelines on the implementation of the professional standards system at the preliminary stage.

Thus, phasing implies the existence of a sufficiently long organizational period, during which specific planned activities should be implemented at the level of enterprises and organizations. Therefore, in the middle of 2019, it is possible to sum up some preliminary results of such work, since not much time remains until the end of the preparatory phase. At the same time, the presence of unresolved methodological and organizational issues testifies to the unpreparedness of the country's labor market for real implementation and use of professional standards as a tool for assessing the level of qualification at the industry and regional levels.

II. MATERIALS AND METHODS

For Russian companies, the introduction of professional standards takes place with great difficulty, so it is advisable for the state to create appropriate methodological and consulting structures that can provide assistance and advice on the implementation of professional standards [26]. Workers who will have to undergo training or retraining will also face difficulties.

It is well known that since 2016, professional standards are mandatory for use in budgetary organizations. Therefore, the aim of the proposed research results is to determine the level of preparedness of business entities, structural units and employees responsible for this work to implement professional standards. All this fully corresponds to the results of a study conducted by Agency Contact in June 2016 among 107 HR directors of Russian and international organizations. During

the survey, it was found out that only 12% of respondents are ready to introduce professional standards. Moreover, 32% of company representatives noted that they lack a sufficient information base. Ultimately, only 6% of HR directors are waiting for improvements related to the implementation of professional standards. The majority of respondents (61%) still do not know how the new requirements will affect the business. Respondents believe that, on average, workers in Russia meet professional standards. The data obtained indicate that 21% of respondents determine that such employees are less than 20%. Only 3% of managers say that more than 95% of workers in Russia meet professional standards [27].

It was revealed that one of the most controversial issues is the development and implementation of these documents at the level of specific enterprises. Due to the fact that these standards are an innovation in domestic legislation, the process of their implementation is problematic. It is often recommended to follow the written step-by-step instructions in the design of the relevance of standards [27]. Starting from July 01, 2016, Art. 195 of the Labor Code of the Russian Federation. It describes the procedure for applying professional standards. The use of regulations is a complex procedure, requiring changes to many local regulatory materials in accordance with changes in legislation. In particular, the specifics of the implementation of standards are disclosed in the Letter of the Ministry of Labor of the Russian Federation "Answers to typical questions" dated 04.04.2016.

As our studies have shown, these methodological materials do not always give answers to the main question - how to implement standards in specific enterprises, organizations, just as regional labor authorities are ready to implement the project.

During 2016-2018, the authors conducted an expert survey among employees of personnel services and personnel management units, professionals involved in the implementation of PS, students of the Commerce and Industry Chamber of Eastern Siberia. The survey covered in 2016 - 38 people, in 2017 - 26, in 2018 - 14 professionals involved in the implementation of professional standards. Among the respondents were representatives of the following sectors: education; health care; building; transport, including rail; manufacturing industry; trade; public administration. The degree of familiarity and knowledge of the basic provisions of professional standards expressed more than 90% of respondents. It turned out that for 75% in 2016, 68.7% in 2017 and 77.3% in 2018 of enterprises and organizations of the Irkutsk region, the introduction of professional standards was mandatory for 21.2% of organizations are advisory in nature (Figure 1).

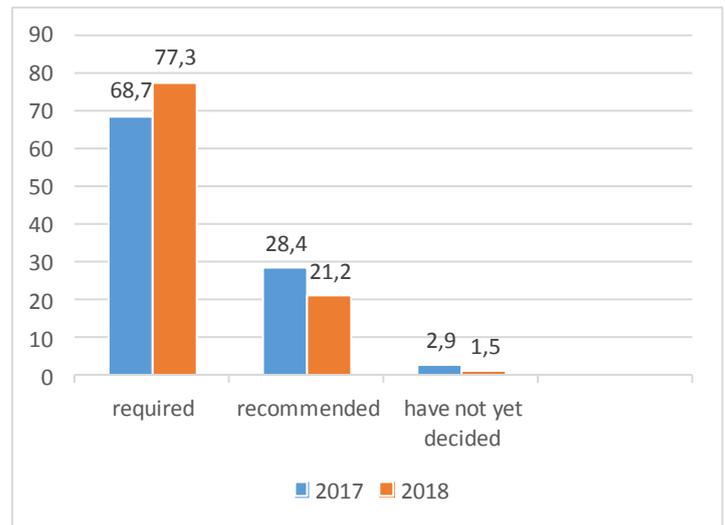


Fig 1. The status of mandatory professional standards in accordance with the law

This is due not only to the sectoral structure of the respondents, but also the organizational and legal forms of enterprises and organizations. Therefore, the degree of obligation, in the first place, depends on the form of ownership of employers who implement professional standards (Figure 2).

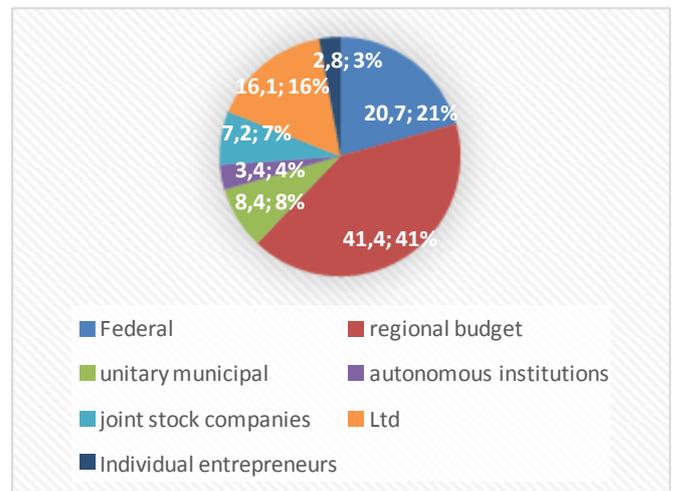


Fig 2. Share of survey participants by sector and type of ownership

It was revealed that representatives of state, unitary, regional, municipal, state institutions and organizations noted the obligation to introduce professional standards. As a rule, at enterprises / organizations of various forms of ownership the process of introducing professional standards is carried out depending on the available methodological and regulatory materials.

During the study, the level of awareness of employees involved in the implementation was determined (Figure 3).

Naturally, if at the initial stage in 2016, slightly more than 20% of respondents had a general idea, then in 2018 - already 21.8%. Moreover, it was this group of respondents who noted the progressiveness of these documents. During the study period, the group of persons using vocational qualification reference books remained virtually unchanged. Despite the fact that the law determines that their use is determined by the employer, still a little less than half follow professional standards in their work. In certain sectors of the economy, the proportion of people who use qualification reference books reaches 35-50%.

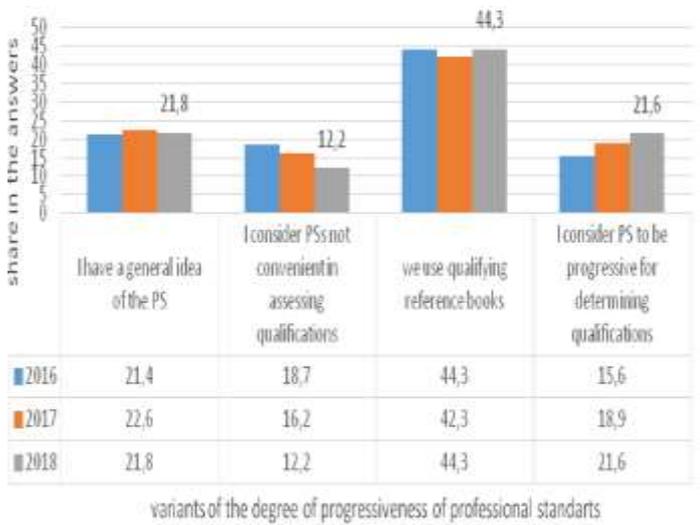


Fig 3. Figure 3 - Level of awareness and use of professional standards by respondents

In determining the departments and employees who should implement professional standards, the opinion of respondents depended on the personnel management system established at enterprises and organizations (Figure 4). In those organizations, where the functions of personnel management are concentrated in the divisions for work with personnel, they perform this work. And vice versa, if managerial functions are implemented in the personnel department, then it is engaged in implementation. Only at 10% of enterprises and organizations, these issues were transferred to the departments of labor and the organization of wages, organizational work, and administrative decision-making services.

As a subject of implementation of professional standards, only 4% of respondents identified a commission (group) for the implementation of professional standards, which functions and positions itself as a participant in this process. It is quite positive that among the reasons for poor implementation, respondents noted that only in 43.2% of cases there is a lack of information on implementation.

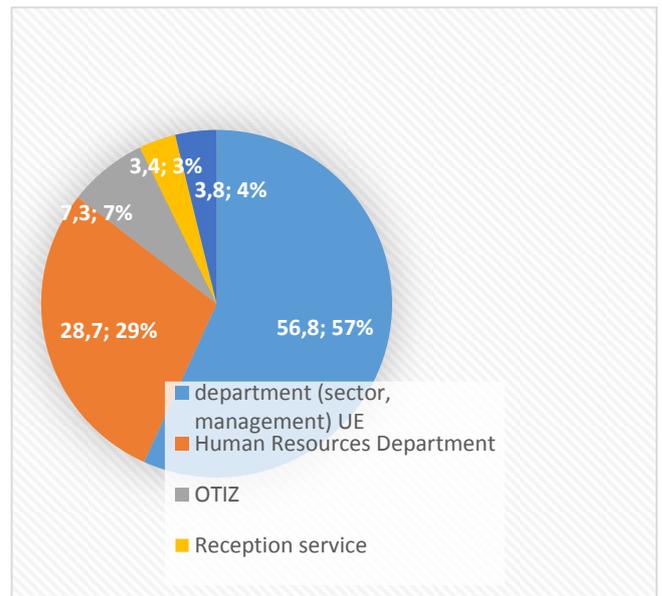


Fig 4. Figure 4 - The main units engaged in the implementation of professional standards in the organization

Moreover, the data in 2018 compared with 2016 decreased from 78.8% to 43.2%. Ambiguous is the fact that about 15-18% of respondents noted the lack of implementation plans. A positive trend is that more than a quarter (25.5%) of the planned activities are underway. According to experts, the work is reduced only to the popularization and study of professional standards.

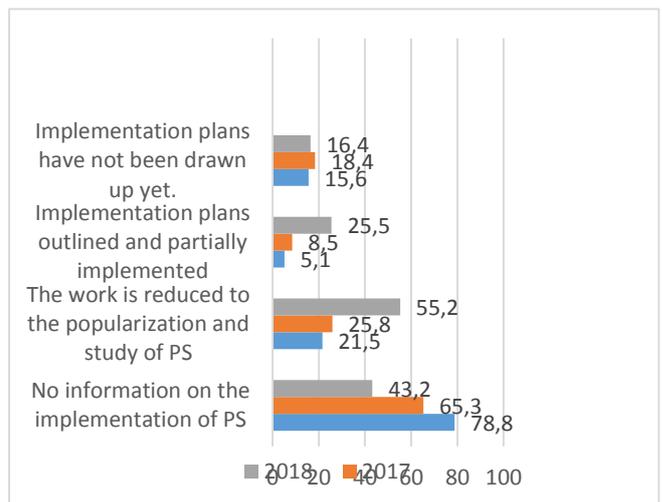


Fig 5. The main problems of the implementation of professional standards in the opinion of respondents

The main goal of the study was to determine (on the basis of expert assessment) the correspondence of the qualification level of employees of specific organizations and institutions for which professional standards were obligatory (Figure 6). The level of compliance of qualifications with the requirements of a professional standard at a particular enterprise is assessed by respondents as an average. According

to experts, more than half (56%) of workers meet the qualification characteristics of 26-50%, embedded in professional standards, about 4% of respondents indicated full compliance. The results obtained can be corresponded to the main part of organizations that actually implement plans for the implementation of professional standards. At present, the evaluation of the implementation of plans for the implementation of professional standards is either episodic, fragmentary or research in nature. Therefore, there is a need to create a coherent system for conducting open monitoring of the processes of introducing professional standards at the national, sectoral and regional levels. For example, the most rational and efficient are the results of the activity of the sectoral center for the assessment of qualifications of Russian Railways. Work on implementation in individual regions is also noteworthy.

At present, in all the documents governing implementation, it is assumed that, along with professional standards for the assessment of qualification characteristics, the parameters of the ETCC (Unified Tariff and Qualification Handbook of Jobs and Professions) and the qualification directory of professional and employee managers can be used. Indeed, this practice is the place to be. In individual sectors of the economy, when assessing the level of qualification, 75 to 85% of respondents use qualification reference books. This interferes with the actual assessment of the level of qualification, so it is necessary in the next 1-2 years to completely abandon this kind of practice. Since the national qualifications system is closely related to the education system, significant changes should be made to the law on education, which would determine not only the status of professional-public accreditation, but also the role of employers in creating an order for a specialist. In addition, if you build a system of independent assessment of qualifications, and replace the qualification exam with a professional one, this will require changes in legislation. Our study fully confirms the opinion of A.N. Leibovich, regarding the correlation of various competencies in the professional standard. Since the professional competences of specialists who are grouped into generalized labor functions and are associated with the system of internal division of labor, with workplaces, are designated in professional standards. Meanwhile, there are a number of competencies that are often referred to as “soft skills.” Among them, distinguish, for example, the ability to solve complex problems, critical thinking, the ability to work in a team and others. These competencies, of course, need to be developed. However, the mechanism and level of readiness for such an assessment is not yet available. Since there are no specific parameters and criteria for such a group of competences in the system of matching qualification requirements, this procedure can be used at subsequent stages of implementation.

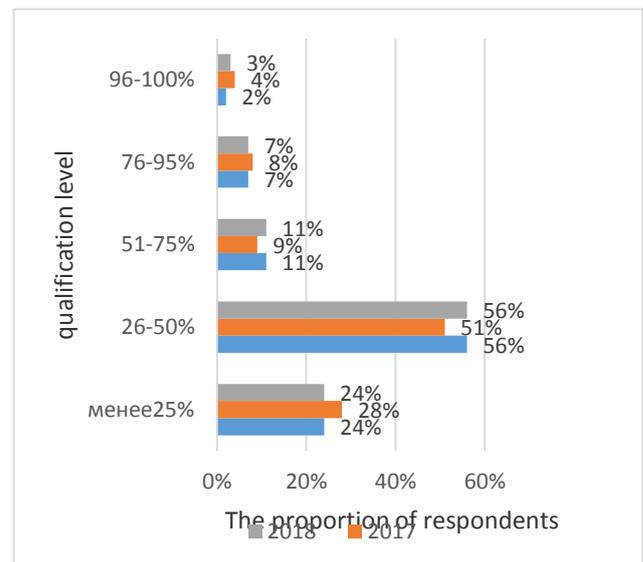


Fig 6. Assessment of the level of employees' compliance with the requirements of professional standards (skill level) (in% of the number of respondents)

As part of industry trends, it can be noted that at present Russian Railways has completed the work on updating the Human Resource Development Strategy for the period up to 2020, taking into account the implementation of professional standards. The company believes that the creation of well-chosen and trained personnel that meets professional standards is not only the main task of the personnel unit, but also an important factor in increasing the competitiveness of the group.

III. Results

The relevance of continuous professional development of workers is due to the realization that without an effective system of development and increasing competences people with a certain set of skills and abilities, it is impossible to achieve high results. Therefore, the task of ensuring the appropriate qualifications of personnel is put by the company at the center and noted as the key one. The main instrument, due to which the corresponding qualifications of the staff will be provided, will remain the system of uniform corporate requirements for the personnel of Russian Railways (EKT). The authors determined the scope and sectoral orientation of the implementation of professional standards in Russian Railways (Table 1).

TABLE I THE RESULTS OF THE IMPLEMENTATION OF PROFESSIONAL STANDARDS IN JSC "RUSSIAN RAILWAYS" FOR THE PERIOD 2016-2018.

	2016	2017	2018
Developed professional standards for the year	26	13	18
Specific for railway transport (cumulative)	43	58	76
Coverage of the number of employees thousand.	445	610	627
Number of professions and positions according to professional standards	130	149	163
Coverage In% of the number railway personnel	55	69	85

For the purpose of expanding the list of professional qualifications, monitoring of the need for qualifications, the emergence of new professions, as well as changes in the names and lists of professions in the railway transport was carried out.

IV. DISCUSSION

Taking into account the monitoring, the list of names of professions and positions of workers used in organizations of railway transport was revised, which amounted to 973 names, of which 191 names of professions and positions specific to railway transport, incl. managers - 53, specialists - 52, employees - 20, workers - 66. Currently, the company has developed 58 professional standards for professional activities specific to railway transport, covering about 610,000 employees of the Russian Railways holding for 135 professions and positions, which is more than 69% of the number of employees of the Russian Railways holding.

In accordance with the work plan of the council, expert reviews of draft professional standards are carried out, incl. developed by third parties for intersectoral activities. For example, in 2017, experts of the Council on professional qualifications carried out an examination of more than 20 draft professional standards developed by third-party organizations on inter-sectoral activities, 14 of them identified and sent to the developers comments and suggestions. Currently, out of more than 1000 professional standards approved by the Ministry of Labor of Russia, 166 professional standards can be applied in organizations of railway transport. In 2018, 18 professional standards were developed.

The planned results of the development of professional standards in 2013-2018 are 76 professional standards of professional activities specific to railway transport, covering more than 627 thousand employees of the Russian Railways holding in 163 professions and positions, which is more than 85% of the number of employees of the holding. Developed and successfully implemented a system of uniform corporate requirements (EKT) for the qualifications of employees of the Russian Railways concern allows you to systematically update the implementation activities. An important element of the implementation of professional standards is the organization of professional and public accreditation of basic professional

educational programs, basic vocational training programs and (or) additional professional programs.

Therefore, the concern's management believes that the EKT system will allow:

- set standards for evaluating people entering the company;
- more effectively plan the training of workers, including setting clear objectives for industry-specific universities;
- conduct certification;
- to build work with personnel reserve.

It is important to emphasize that the ECT system relies on current government requirements. In particular, models of professional competencies that are developed in accordance with the professional standards implemented in the railway industry.

Absolutely, the company is guided by the fact that the development of competence is the next level of detail of professional standards. An objective need has emerged to disseminate the experience of systemic implementation of professional standards in the Russian Railways concern at regional and sectoral levels.

V. CONCLUSION

As a result of the study, the importance and necessity of introducing professional standards was determined. The companies that actively use such competency models and promote the idea of their universal recognition were identified.

As practice shows, in the framework of updating professional standards for the purposes of assessing the level of qualification and professional training of a qualified workforce is necessary.

1. Introduce demand forecasting mechanisms at a certain structural level (individual divisions of the concern).
2. It is important to determine the typology of qualifications, not only at the national but also at the sectoral level, bringing the possible levels to each structural unit.
3. Creation of information infrastructure for individual units with a network of consulting and vocational guidance services.
4. At the level of educational institutions in conjunction with employers to determine the direction of vocational training, taking into account the sectoral and regional features of professional activity.
5. Develop a mechanism for the transfer and accumulation of qualifications on the principle of "credits".
6. Expand the scope of professional-public qualifications in areas of training.

In fact, professional standards are typical regulatory documents in assessing the quality of workers. Therefore, you can use the methods of establishing specific standards for a particular position in certain socio-economic, organizational, corporate conditions of the organization. The mechanism for

the correlation of competencies can be built into the procedure for the substantiation of either sectoral, intersectoral or local, regional regulations. Therefore, methodological tools for the assessment of qualifications are needed, which will improve the efficiency of the subsequent stages of the implementation of professional standards.

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