FEATURES OF REMUNERATION OF WORKERS OF SOCIAL PROTECTION ORGANIZATIONS IN THE RUSSIAN FEDERATION: BY THE EXAMPLE OF THE CITY OF MOSCOW

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ABSTRACT
At present, the system of social protection of the population is in a state of profound transformations, the essence of which is to modernize the organizational and technological foundations of social work, to reconstruct the ideology of the provision of social services on the basis of their targeting, to introduce competition mechanisms into the system of providing social services. Since ensuring the completeness and quality of the social services provided depends to a large extent on the efforts of employees of social organizations, one of the most important areas of change is the improvement of the system of payment for their work, aimed at ensuring the relationship between wages and the quality of social services provided, on developing the human resources of organizations and ensuring decent level of wages.

Keywords: labor remuneration, social protection organizations, staff motivation, effective contract, performance indicators.

Introduction
Until recently, the remuneration of employees of government social service organizations in Moscow was based on the Unified Tariff System (UTS). Sectoral features were realized with the help of supra-tariff payments in the form of surcharges, surcharges and increases. At the same time, the monthly tariff rate (salary) of the first category of the UTS remained unchanged from September 1, 2009 and was only 6 325 rubles.¹

In the context of large-scale tasks in the development of the social service system, it became clear that the use of the ETS limits the managers of organizations in the use of wages as an effective element of personnel management and hiring of workers in a competitive labor market, which in turn has had a negative impact on the staff potential of workers and reduced the capacity of institutions to perform their functions. It is known that in the system of labor remuneration according to the UTS the size of the tariff rates and the application of the majority of over-tariffs are strictly regulated.² Modern conditions, however, require flexibility from the wage system. The modern head of the organization should be able


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to stimulate the employee to improve the quality of the work performed, have the authority to allow him to respond promptly to the situation on the labor market,\textsuperscript{3} i.e. to pay the labor of an employee, taking into account its market value.

In this connection, there is a need to build a new system of remuneration of labor (NSOT) of employees of state social protection institutions based on the following basic principles:

- equal pay for work of equal value;
- expansion of powers of heads of institutions and ensuring the unity of industrial labor markets;
- establishment of basic levels of labor remuneration, depending on the level of professional qualification requirements for the employee;
- setting the amount of the salary of an employee, taking into account the individual duties defined in his employment contract;
- higher wages in working conditions than normal;
- increasing the transparency of the wage system (the system should be convenient for employees and employers);
- increase the motivation of employees to a qualitative result of work.

**Basic principles and stages of the introduction of a new system of remuneration for workers of social protection organizations**

The start of the reform of the wage system in the state institutions of the megalopolis was given by the resolution of the Government of Moscow on October 24, 2014 No. 619-PP "On new wage systems for employees of state institutions in Moscow".\textsuperscript{4} The document established that all state treasury, budget and autonomous institutions of the city of Moscow must switch to new systems of labor remuneration by March 1, 2015. The Regulation on new systems of remuneration for workers of institutions was approved.

In order to implement the resolution of the Government of Moscow No. 619-PP dated October 24, 2014, the Department of Labor and Social Protection of the Population of Moscow carried out the necessary organizational measures and issued a number of normative legal acts, among which:

- the order of the Department of Social Protection of the Population of Moscow dated 10.11.2014 No. 939 "On the formation of a working group on the organization of transition to a new wage system,"\textsuperscript{5} in accordance with which a working group was set up to organize the transition of state institutions subordinate to the Department for the organization of the transition of social protection institutions to the NSGT;
- the order of the Department of Social Protection of the Population of the City of Moscow of 08.12.2014 No. 1007 "On the introduction of a new system of labor remuneration,"\textsuperscript{6} which approved Approximate industry recommendations for the introduction of a new wage system.

The above recommendations determined: the general requirements for the establishment of HNSO workers; the sizes of the minimum recommended official salaries, rates on professional qualifying groups (PKG) for workers of establishments; the terms of payment for the management of institutions and chief accountants; the procedure for establishing compensatory and incentive payments, payments through income-generating activities, etc. Recommendations provide Provisional Provision on material incentives for employees of institutions, which determines the mechanism for allocating a fund of incentive payments between employees, indicators and criteria for their evaluation. It should be noted


\textsuperscript{4} Decree of the Government of Moscow on October 24, 2014 No. 619-PP "On new wage systems for employees of state institutions in Moscow" / Tverskaya, 13, 2014, No. 144.

\textsuperscript{5} Order of the Department of Social Protection of the Population of Moscow from 10.11.2014 No. 939 "On the formation of a working group on the organization of transition to a new wage system" [Electronic resource]. Access from the reference and legal system Consultant Plus.

that according to the adopted documents, the amount of wages of the employees of institutions (without taking into account premiums and other incentive payments) with a change in the system of remuneration of labor can not be less than the wages paid to these workers prior to its change, provided that the volume of labor (official) and the performance of works of the same skill.

In addition, it is important that the number of employees in institutions should be sufficient to ensure the fulfillment of the statutory functions of the institution, the state assignment established by the institution. This provision insures against unjustified staff reductions in order to increase the payroll.

Thus, after the necessary training, on March 1, 2015, there was a transition to the NSHT in the social services organizations of Moscow. However, as experience of federal state institutions shows, as well as the experience of a number of regions, the transition to NSOT is not an event of one day or even one year. In the opinion of R.A. Yakovlev wage reform in the budgetary sector of the economy "can take quite a considerable period of time" and contain several stages qualitatively different from each other.  

Wage structure
It should be noted that one of the main features of the NSST is the structure of wages, which for this system includes:
- salaries (official salaries, wage rates), 
- compensatory and incentive payments.

Taking into account such a structure, the formation of the size of official salaries became the first fundamental task in the introduction of NSOT in social service organizations. The task was complicated by the fact that by the present time the Government of the Russian Federation has not submitted proposals for basic salaries, which according to Article 144 of the Labor Code of the Russian Federation, in fact, should become the minimum guarantee for remuneration of employees of state and municipal institutions.

In this situation, the Moscow City Government decided on the so-called "minimum recommended salaries", which are approved by the founder (executive authority) for the network of subordinated institutions. Then, based on the minimum recommended salaries, the head of the institution sets the salaries (salaries, wages) of the institution's employees.

The Department of Labor and Social Protection of the Population of Moscow has fixed the minimum recommended salaries in the Example Sectoral Recommendations for the Introduction of the NSOT approved by the above-mentioned order of 08.12.2014 No. 1007. According to the recommendations:
- the minimum amount of minimum recommended salaries is 14,000 rubles for a number of GPGs: "second-tier specialists performing public services", "first-level training and support staff", "industry-wide first-level employees", "industry-wide occupations of first-level workers" "The profession of working culture, art and cinematography of the first level";
- the largest sizes of the minimum recommended salaries are provided for managerial positions, for example, 33,100 rubles for PKG "heads of structural units of institutions with higher medical and pharmaceutical education (specialist doctor, pharmacist)."The sizes of raising factors to the minimum recommended salaries are also approved, the application of which should ensure the level of the guaranteed part of his wages adequate to the labor costs of the employee.

At the same time, the minimum amount of minimum recommended salaries for occupational groups (PKG) (excluding raising coefficients) is lower than the minimum wage in the city of Moscow, which was established by the relevant agreement on January 1, 2018 - 18,742 rubles. A similar situation (the

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10 Agreement on the minimum wage in the city of Moscow for 2016-2018 between the Government of Moscow, Moscow unions of trade unions and Moscow employers' associations (concluded 15.12.2015) [Electronic resource] Access from the reference and legal system "ConsultantPlus".
establishment of minimum recommended salaries for PKG below the minimum wage) is observed for organizations subordinate to other executive bodies of the capital.

We believe that in order to guarantee the minimum guarantees for labor remuneration established at the regional level in the future, it is necessary to decide on the "binding" of the minimum value of the minimum recommended salaries for PKG to the minimum wage in the city of Moscow. In this case, the revision of the minimum recommended salaries can be carried out by founders of state institutions every year after the conclusion of the minimum wage agreement between the Moscow Government, Moscow unions of trade unions and Moscow employers' associations.

The second task of introducing the NCST is the formation of an incentive system for employees. As A.L. Zhukov, analyzing the specifics of labor and the peculiarities of its payment in the branches of the budgetary sphere, "the quality of decisions made by specialists and public servants, the results of their work have a significant impact on the pace of development of the organization, industry, region and the economy as a whole." 11 In this regard, it is important that the incentive system encourages employees to ensure the high quality of the services provided, in the case under consideration - services in such a social sphere as social protection of the population. This aspect is taken into account by the resolution of the Government of Moscow dated 24.10.2014 No. 619-PP, which sets the stimulating part of the wage fund (FOT) of employees of state institutions in Moscow at a rate of at least 30% of the total wage fund. 12

The third task of introducing the NSOI is to provide a competitive level of wages relative to the extra-budgetary sector of the economy. The solution to this problem is facilitated by the fact that in Moscow the transition to the NSOT in the budgetary sphere took place simultaneously with measures to implement the presidential decrees adopted in 2012, according to which the wages of some categories of workers in the budgetary sphere by 2018 should be related to the average wage for region. In particular, the decrees provide for the average wage of social workers (including social workers in medical organizations, junior and secondary medical personnel, pedagogical workers providing social services to orphans and children left without parental care) to be raised to 100 percent of the average wage by 2018 fees in the relevant region. 13

The introduction of effective contracts in social protection organizations

A key element of the introduction of the NCST is the transition to an "effective contract" labor contract with an employee in which his job duties, terms of payment, indicators and criteria for evaluating the effectiveness of activities for assigning incentive payments depending on the results of labor and the quality of the provided state (municipal) services are specified, as well as measures of social support. 14 It is in the "effective contract" that the conditions for obtaining remuneration are determined, which should be clear to the employer and the employee and not to allow double interpretation. Performance indicators that are used in an effective contract are related to the performance of the organization (a particular office in the institution) or the performance of a single detached employee, specialist. These indicators require careful study, as they are introduced to strengthen the motivation of the work of a particular employee,

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13 The structure of the salary of the President of the Russian Federation of 07.05.2012 № 597 "On measures to implement state social policy" / Rossiyskaya Gazeta, 2012, №102; Decree of the President of the Russian Federation No. 1688 of December 28, 2012 "On some measures to implement state policy in the sphere of protection of orphans and children left without parental care" / Rossiyskaya Gazeta, 2012, No.302.


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increase his interest in the final result of his work, enhance transparency and unify the principles of the institution's remuneration systems, improve the level and quality of social services. In terms of the performance of employees should be taken into account: a) functional responsibilities; b) indicators that characterize the performance of the employee, giving the right to establish him additional payments.

It is important to note that since January 2014, the activities of social workers and specialists in social work are regulated by a professional standard[^15] that not only sets out labor functions, but also lays the foundations for their professional training and retraining, requirements for their competencies, knowledge, skills and skills. According to paragraph 2 of the Order of the Ministry of Labor of Russia from November 18, 2013 № 677н, the professional standard "Social worker" from January 1, 2015 must be applied by the relevant employers when establishing payroll systems. This means that the provisions of this professional standard should be taken into account when forming criteria for assessing the performance of workers in the system of social protection of the population.

**Performance indicators of staff**

Efficiency of staff - an economic indicator that characterizes the performance of labor through the measurement of the costs and results of staff. The assessment of the effectiveness of the work of the staff is based on determining the extent to which the staff contributes to the achievement of the organization's goals and the accomplishment of its tasks. However, in real life, it is not always possible to use quantitative indicators to determine the performance of individual positions occupied by employees, and therefore often have to use more subjective qualitative characteristics. Performance indicators and criteria for their evaluation are determined, as a rule, by groups of posts, for example, a social worker, head of the social services department, head of the day care unit and other professions.

As an example, Table 1 presents performance indicators of social workers in one social organization of a megapolis.

<table>
<thead>
<tr>
<th>2018 year</th>
<th>index</th>
<th>ball</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Intensity of work</td>
<td>10</td>
<td></td>
</tr>
<tr>
<td>2. Quality of services provided</td>
<td>15</td>
<td></td>
</tr>
<tr>
<td>3. Satisfaction of clients (recipients of social services) with the quality and accessibility of the provision of social services</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>4. Complexity of the infrastructure of the service sector</td>
<td>10</td>
<td></td>
</tr>
<tr>
<td>5. Public activity</td>
<td>10</td>
<td></td>
</tr>
<tr>
<td>6. Use of modern methods and technologies in work</td>
<td>30</td>
<td></td>
</tr>
<tr>
<td>7. Timely provision of statistical reports and other information</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>8. The discipline of labor</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>9. Overfulfillment of the volume of paid services</td>
<td>10</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td></td>
</tr>
</tbody>
</table>

The analysis of the existing system of economic motivation of employees, evaluation of the effectiveness of the staff allows the following conclusions:

1. Evaluation of the effectiveness of employees is one of the effective mechanisms of motivation, conducted using indicators that provide an opportunity to comprehensively assess the activities of staff of the organization.


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2. The indicators used meet the following requirements:
- they are easily calculated;
- understandable and accessible to employees;
- differentiated and reflect the specifics of the work of different categories of employees and positions;
- reflect the completeness and reliability of the duties and labor functions performed by the employee;
- reflect the results of the employee's work, both in quantitative and qualitative characteristics;
- reliably and accurately characterize the employee's work results;
- are estimated by a simple scale method.

3. Indicators have specifically measurable criteria. For example, scores for the indicator "Labor intensity" from a social worker in the social service department are assigned when the established rate of output per month is exceeded by more than 1.6 times. The indicator "Complexity of the infrastructure of the service area" is determined by the following conditions:
- absence of married couples on maintenance - two points;
- More than 30% of the recipients of services (customers) live in houses without an elevator - two points;
- the presence of more than three recipients of services (clients) with individual rehabilitation programs for obtaining technical means of rehabilitation and absorbent underwear - two points;
- the availability of recipients of services (clients) registered in specialized dispensaries and departmental polyclinics - four points.

4. During the evaluation, all stages of its procedure are consistently executed. Observance of all these conditions makes it possible to identify the degree of conformity of qualitative and quantitative results of the activity of the institution's employees, to determine the effectiveness of their work with a view to assigning incentive payments in the conditions of an "effective contract".

The system of remuneration for managers of social organizations

As the experience of federal government agencies has shown, the introduction of new wage systems has led to an increase in the differentiation between the wages of managers and employees of the institution. Therefore, it is no accident that in the program for the gradual improvement of the system of labor remuneration in state (municipal) institutions for 2012-2018, adopted by the Government of the Russian Federation, special attention is paid to the creation of a transparent mechanism for remuneration of the heads of institutions. Regarding federal state institutions, the program recommended the maximum ratio of the average salary of the head of the institution and the average salary of the institution's employees in the multiplicity of 1 to 8.

The Moscow government has established a more rigid multiplicity of this ratio for heads of state treasury and budgetary institutions no more than 3 times the average salary of the main staff. This ratio can be changed (in some cases up to 8 times) by the decision of the founder, but subject to mandatory agreement with the Moscow Mayor or Deputy Mayor of Moscow in the Government of Moscow (depending on who co-ordinates the work of the city executive body - the founder of the institution). In order to ensure a transparent remuneration mechanism for heads of state institutions for the social protection of the population in a megacity, it is important to carefully develop approaches and the procedure for evaluating their activities at the level of the founder - the executive body. In setting performance indicators for managers, it is necessary to build on a number of basic principles of the KPI (Key Performance Indicators) system for managers, including:

1. Indicators should be linked to the organization's performance strategy, i.e. to the goals and tasks that it must achieve over a certain period. For example, for social protection institutions a number of such tasks are defined by the State Program of the City of Moscow "Social support of Moscow residents for 2012-2018", therefore the program indicators delivered to the institutions for achievement can be used as KPI for heads of institutions.

2. Indicators should be clear to the heads and teams of institutions, for which they need to be presented in a visual form (if necessary with formulas) to give appropriate explanations.

3. Indicators should be expressed in specific digital indicators and provide for several levels, on the achievement of which the purpose of the award depends. At the same time, a fair procedure for calculating premiums should be ensured. Thus, it is possible to take into account the external circumstances associated with the economic crisis and, for example, lead to an increase in the number of applications in the social protection organization.

It is necessary to observe the principle of "the
maximum number of indicators" (no more than five to seven), which are priority and can be controlled by the head of the institution.

Conclusion
Remuneration is a management tool with a powerful potential that can perform both creative and destructive functions in the organization. It is obvious that the transition to a new system of labor remuneration in the institutions of social protection of the population of Moscow is a step that is both socially responsible (contributing to the improvement of the quality of social services provided) and materially for the employees of the system. In order to achieve the goals of the transition to the NCSP, it is necessary to properly organize the system of labor remuneration and material incentives, constant attention to this topic from the leadership of institutions, labor collectives and trade unions. In general, the introduction of new systems of remuneration in state social protection institutions should contribute to the formation of such a wage of workers, which will ensure an expanded reproduction of the labor force, which will improve the quality of the labor force due to decent economic life, good conditions for education, health and recreation. This is especially important for people of such a noble and vital profession as a social worker who are the first to take on a lot of human problems and help them to solve them.

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