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IMPROVEMENT OF PERSONNEL QUALIFICATIONS AT THE PUBLIC INSTITUTIONS

Krasnorutskyi O. O., Zaitsev Yu. O., Vlasenko T. A. Improvement of personnel qualifications at the public institutions.

The article presents the key directions for improving the process of professional development in public institutions. Courses of training, advanced training and retraining for civil servants are provided. Two key categories are considered: «competency» and «competence», their definitions are given and the difference between them is clarified. The nature of the interdependence between the personnel development system in public institutions and the criteria for the success of their activities is described by defining the links between the key areas of responsibility, competencies in the respective tasks, staff competences and the forms and methods of forming these competencies. The methodical approach of justifying the staff development program in a public institution using the "quality house" tool is provided. Thus, on the basis of the analysis, it was determined that the following are the highest priority for the Polivska village council of Dergachi district of Kharkiv region: first place is the knowledge of normative legal acts, the second one – clerical work, on the third – the ability to conduct business negotiations and work in a team that does not actually differ in the results obtained; on the fourth – the skills of conducting trainings and lectures. The least important are the ability to deal with conflict situations and the possession of a foreign language (English).

Key words: public organization, personnel, competence, competence, training, «quality house».

Formulation of the problem in general.

In order to ensure the success of reforms in Ukraine, state institutions should be staffed with highly skilled personnel. Ukraine faces globalization challenges that require further integration with the European community, which in turn requires the restructuring of the state management administration system in public administration on the basis of the concept of «good governance». Taking into account these circumstances, the requirements for employees of public institutions are only increasing every year, but there is no significant increase in funding for the training of civil servants in the country, which indicates the need to find ways to intensify and increase the efficiency of training in the public sector using available resources. Thus, the implementation of methodological approaches to justifying training and development programs in the public sector is relevant and timely.

The success of radical socio-economic and political reforms in Ukraine depends, first of all, on the effective work of the executive authorities of all levels. Their acquisition by

highly skilled personnel, capable of providing economic and social development of the state, has become paramount. Hence, one of the main directions of the organization of the activity of any bodies, in particular civil service bodies, is the development of a personnel policy (sometimes it is also called personnel policy, human resources management).

Analysis of recent research and publications. The most famous researchers in the field of personnel management are: A. Furnham, G. Grechem, G. Dessler, S. Whiddett, S. Hollyforde, C. Robertson, C. Woodruffe, R. E. Boyatzis, M. Armstrong, N. Havkalova, A. Egorchin etc. But the item of the justification of the peculiarities of the development program in public institutions is not sufficiently highlighted, that has determined by the objectives of the study.

Formulating the goals of the article. The purpose of the article is to propose system of forming program of staff development as improvement of personnel qualifications at the public institutions.

Presentation of the main research material. The basis of strategic and ongoing planning of vocational training of public administration and local government bodies is the systematic determination of the quantitative and qualitative needs for staffing of these bodies. In public authorities there is an urgent need for a new formation of civil servants. Now they work as young people without the experience of managerial work and special training, as well as specialists who were formed under the command and administrative system. Young people need to be taught, elders should be re-educated.

Such a management elite cannot be formed spontaneously, by gravity. The state should contribute in its entirety to its formation. Therefore, one of the priority directions of administrative reform in Ukraine is the creation, in essence, of a new system of training, retraining and advanced training of civil servants. In order to prepare a new generation of civil servants in Ukraine, the system of vocational training for civil servants has been created and gradually improved, and the legal field is formed in the main, and it regulates the issues of the mandatory increase of civil servants of their qualification. Learning outcomes are one of the most important conditions for admission to and promotion of civil service. Creating a system of continuous training of civil servants has become an urgent need and an important factor in strengthening statehood and the formation of qualitatively new market relations in the country. To do this in Ukraine formed and a unified system of training, retraining and advanced training of civil servants which included the Ukrainian Academy of Public Administration under the President of Ukraine, as a leading institution system, four Regional Institute of Public Administration of the Ukrainian Academy of Public Administration under the President of Ukraine and the Institute of Advanced Training, as well as 9 higher educational institutions are licensed for the master's degree in public administration.

The state system of training, retraining and advanced training of civil servants meets the requirements of central and local executive authorities, local governments, for workers with a high level of professionalism that can

competently and responsibly perform management functions.

The main types of refresher training for state officials are:

- training in professional training programs;
- systematic self-study;
- thematic, permanent workshops;
- thematic short-term seminars;

internships in the bodies covered by the Law of Ukraine «On Civil Service», «On Service in Local Self-Government Bodies», as well as abroad.

To meet the challenges of professionalization should be implemented a new approach to the learning content and technologies, particularly in view of practical skills in constitutional and administrative law, legislation on public service, anti-corruption legislation, regulations on personnel policy etc. management practices of economic and social processes; business administration and financial management, project management and change, political science, management, social psychology; modern administrative activities, management of teams and forms of control over the implementation of management decisions.

In the process of professional training of civil servants, their importance is given to their preparation for management activities, decision-making skills, and strategic management.

The formation of a system of continuing vocational training became an urgent need and an important factor in strengthening the civil service institute. For its effective functioning, the state system of training, retraining and professional development of personnel is formed.

The training of elite personnel should be carried out on a competitive basis on the basis of already obtained educational qualification level «Master».

Characteristic features of this training should be the predominant part of self-education and mastering the practice of professional activities in economics, law, politics, ideology, collective management, etc.

When analyzing the training needs and improving the skills of civil servants, it is necessary:

to analyze quantitative and qualitative composition of employees of state authorities;

to determine the forecast assessment of the annual need for civil servants for positions of all categories, to prepare a schedule for their training;

to conduct an analysis of the existing network of accredited educational institutions, where it is expedient to carry out training, retraining and advanced training of civil servants;

to define a list of specialties and legalization in the field of «Public Administration», professionally focused on the training of employees of state authorities and local self-government bodies;

conduct sociological research on the organization, content of the effectiveness of training of employees of state authorities;

to carry out scientific and methodical development of problems of planning, organization and management of the educational process, forecasting the development of training of civil servants.

To define educational programs, educational and methodological materials on the basis of state-constitutional law and political sciences, economic bases of administration and financial management, sociology and psychology, preparation of managerial decisions.

The need for professional improvement of the qualities of the civil servant is caused by the difference between the requirements of the organization, the position or specific task and the actual results of the work achieved by the employee. Analysis of the need for advanced training is a process in which goals and priority directions of training, target groups, suggestions on forms and methods of training are defined.

Today, the most widespread abroad are two approaches to determining the training needs. The difference between these two approaches is that when applying one, the analysis begins with human problems (inductive method), and the other – with problems of organization (deductive method). This model is related to the definition of the actual performance of the manager when assessing the actual achievements of the manager, and not his knowledge. It is necessary to begin with a problem statement, then a consistent analysis of its structure and sources. The latter provides

specific information for deciding on the extent and nature of the impact on the manager, who should further solve the problem in isolation. The process of identifying needs can be put on a more systematic basis and carried out regularly, and not only when there is a problem. Many organizations abroad have permanent systems for identifying job requirements, annually assessing managers, so for the systematic assessment of skills needs, it is only necessary to link the existing elements by comparing them, to identify differences and to conduct a structural analysis.

One of the main areas for improving the efficiency of the civil service is to improve the training of employees. In view of this, in order to determine the functional processes, we will develop organizational support in the form of a specification of the program for the development of personnel. The category «personnel specification» is used in the selection and hiring of employees, who sets out the requirements for education, qualifications, professional training, work experience, personality characteristics of the employee who occupies a certain position, who must answer in order to properly perform their work. Taking into account the author's proposed understanding of the category «competency» (table 1) as a set of professional knowledge, skills, experience, business qualities, psychological characteristics, general level of health and culture, behavioral characteristics, as well as motivating factors and procedures.

In the competency-based approach, apart from the category of «competence», the category «competency» is distinguished. This category refers to work that reflects the field of professional activity in which the person is competent, or the ability of a person to perform competently the task.

The Advanced Training Agency defines competence as the person who is working in the relevant specialty must be able to do – actions, behavior or products that a person must be able to demonstrate [1, p. 272]. Along with this category, such a definition is widely used as «the scope, area or competence framework». The categories considered are interdependent and even used as synonyms.

To achieve the tasks – the formulation of processes in the management of personnel – it is

necessary to clearly identify their differences.

The category of «competence», as noted, relates to the notion of «work», which consists of a group of ultimate tasks and responsibilities that are performed to achieve the final result through the implementation of functions associated with the type of posts and

objectives. Position includes Key Results Area (KRA) [6, p. 198], which is a type of activity within the employee's job responsibilities, where it is necessary to instruct the concrete actions for the provision of production, provision of services or performance of functions.

Table 1

Morphological analysis of the category «competency»

<i>Researchers</i>	<i>Definition</i>	<i>Analysis</i>
R. E. Boyatzis [2]	The basic characteristic that provides the best results (motive, characteristic feature, characteristic, aspect of the perception, social role). When determining the competence, it is necessary to determine what actions were taken and their place in the system of the enterprise, the interdependence between behavior and results of work, intentions (goals, desires) of these actions and results	Understanding competence as a generalizing, deep and stable characteristic of an employee that determines the best performance of his duties and is assessed on the basis of the results of work
C. Woodruffe [3]	A generally accepted category that relates to a person that defines the aspects of behavior that underlies the competent performance of duties. As an object of development and evaluation by relevant HR centers. The selection, selection and establishment of wages should be based on the competencies that are identified by the method of analysis of work	
L. Spence [4]	The basic quality of an individual that has a causal relationship to effective and best performing in work or in other situations based on criteria. Basic quality means that competence is a profound and stable part of a human person, causation causes or causes some behavior and performance, and based on the criteria - competence really predicts a good or bad performance that is measured by a specific criterion or standard	
A. Furnham [5]	A description of the details of the types of skills, abilities, character traits that must have an employee who successfully performs work. The development of competencies serves as an important and useful function of analyzing work by understanding what people are doing and how they do it.	Characteristics of the system of knowledge, skills, skills to perform professional functions in accordance with the standards anticipated in the workplace with the minimum requirements in relation to them
N. Cornelius [6]	A characteristic set of knowledge, skills, abilities, motivating factors and procedures inherent in employees who carry out the corresponding types of work that allows them to perform these works in accordance with the minimum requirements in relation to them	
C. Robertson [7]	Ability to perform «all» work functions (not just knowing or understanding how it is done) in accordance with the standards anticipated in the workplace (rather than the standards that are allocated from the requirements for work) and in the real working environment (including associated with this psychological pressure and all situations that may arise in the work process)	
S. Whiddett [8]	Types of behavior that individuals demonstrate in the implementation of tasks oriented to work (competences) effectively in the context of the organization's activities	Characteristic of the type of behavior

The key results areas are a synonymous category of «key area of responsibility». Given that an official has a list of clearly defined areas of responsibility that are key and whose evaluation results are remunerated, it is

expedient to use the category «key area of responsibility» within the framework of the competent approach.

Summarizing the above definitions, we will clarify the importance of the category

«competence» – this is the interaction of professional and personal characteristics related to a particular type of work, professional knowledge, skills, skills, experience gained, business qualities, psychological peculiarities necessary for the performance of this work, general level of health I am a culture. Competences reflect the potential of a person to perform work on a researched post. Competence refers to the individual and reflects the interaction of behavioral characteristics, which is the result of implicit personality traits, which allow him to achieve significant results in the work. From the point of view of the dissertation in accordance with the task of research (building an approach to managing the effectiveness of personnel management based on the process approach) and, taking into account the ambiguity of the opinions of researchers regarding the values of these categories in the competence, we will understand the description of the tasks in accordance with the key areas of responsibility that the employee must perform at this position – that is all that is evaluated in relation to the post. Competences are determined by analyzing work and fixed in job descriptions or workplace models.

That is, all that is evaluated in relation to the employee affects the results of his work and should be the result of the processes of development and training of staff. Consequently, under the specification of the program of development of personnel should be understood as the establishment of a set of specific forms and methods of development, education and training of personnel based on the required competencies. The set of competences, in turn, is conditioned by the nature of the work or functions that the employee must perform in the corresponding position. The category that qualitatively reflects the specifics of the worker's tasks is «competence» – all that is evaluated in relation to a post or group of posts. The totality of the competence of the corresponding position depends on the key areas of responsibility – the types of activities within the official duties of the employee, where it is necessary to perform actions that directly affect the results of the work of the department, workshop and the enterprise as a whole. The results of these actions in the form of produced products, services provided or work performed, provide the company with

competitive advantages. The nature of the relationship of the above categories with the competitive advantages of the public institutions presented in Fig. 1.

Taking as a basis the competent approach in choosing a program for development of personnel, the author suggests using such organizational support. For systematization and structuring of personnel development programs based on the specification of competencies and competencies, it is suggested to use as an example the deployment of a quality function in the form of a «quality house».

In this «house of quality», consumer requirements are evaluated using a matrix that describes the product specifications and project objectives. As a result of the deployment of the quality function, the most important aspects of the product specification are converted into process parameters, which can significantly increase the level of process control and thus improve the quality of products in the eyes of consumers [9]. As part of our research, deployment of a quality function is suggested to be used to prioritize the development of the required competencies based on key competencies in the first matrix. Similarly, on the basis of the obtained values of priority of key competencies in the second matrix, appropriate specific methods of personnel development are selected. The essence of this approach is this.

At the first stage, the key competencies that a specialist should have at a particular place of work, or a group of specialists working in the same department, performing similar functions are selected. Selected competencies are recorded in column 1, illustrated by fig. 2 (Department of research –The evaluation of public activity of Polivska village council of Dergachi district of Kharkiv region).

The following determines the importance of each individual competence: 5 – very important, 4 – important, 3 – less important, 2 – not very important, 1 – not important. These results reflect the *public institutions'* choice of growth strategy. At the second stage, the existing level of competence is determined on a five-point scale: 5 – excellent, 4 – good, 3 – satisfactorily, 2 – unsatisfactory, 1 – bad, which is fixed in column 2.

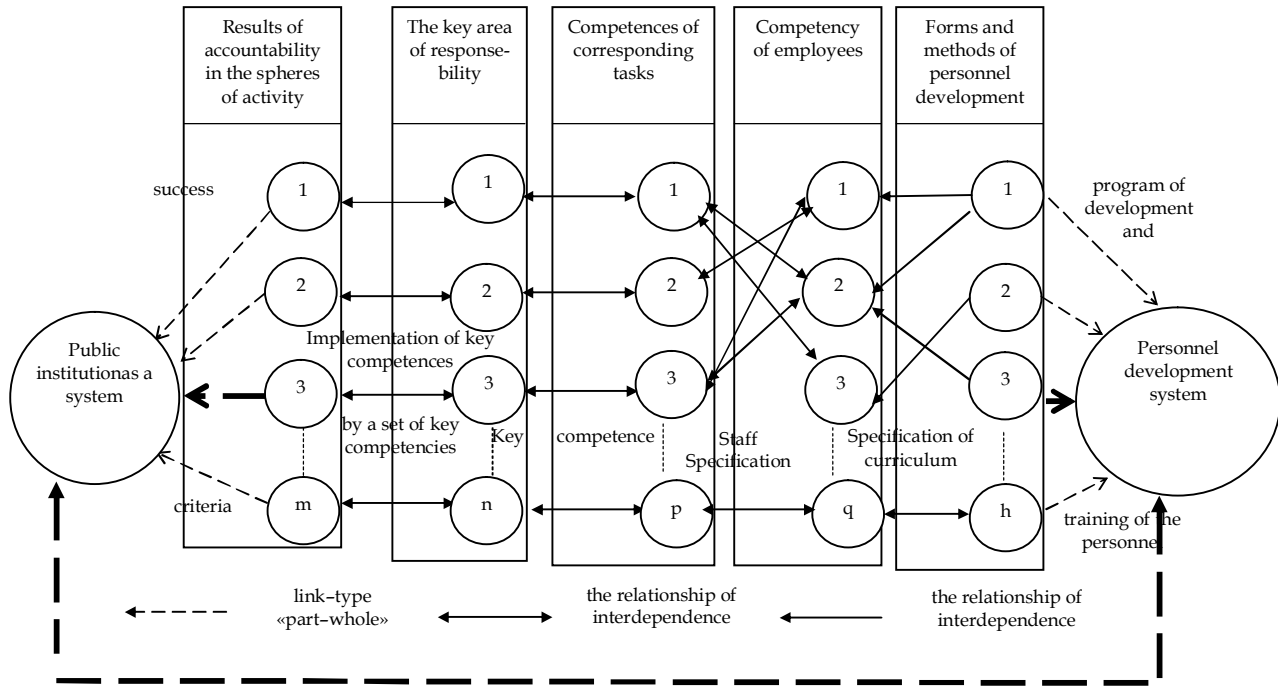


Fig. 1. The nature of the relationship between the programs of personnel development and the competitive advantages of the public entity

■ weak interconnection; ● average interconnection; ▲ – strong interconnection

1. A set of competencies	Foreign language proficiency (English)	Office work	Knowledge of normative legal acts	Training skills and lectures	Ability to solve conflict situations	Ability to conduct business negotiations	Work in a team	Importance	Assessment of the existing level of competencies	3. Objectives of the project			
										Target values of competencies	A measure of improvement	Weight factor	Weight factor, %
Development of draft decisions of district council and local administration		▲ (82)	▲ (83)			● (41)		5	4	5	1.25	6.25	13.76
Prepare current reports		▲ (66)	▲ (66)			▲ (66)	▲ (66)	5	5	5	1.00	5	11.01
Analysis of the level of employees in the district		● (33)	■ (11)				● (33)	4	4	5	1.25	5	11.01
Development and implementation of employment programs and socio-economic development of the district		● (41)	● (41)	● (41)			● (41)	5	4	5	1.25	6.25	13.76
Development of documents for pilot projects	● (33)	● (33)	■ (11)				● (33)	4	4	5	1.25	5	11.01
Administration of collective agreements		● (41)	▲ (83)		● (41)	▲ (83)		5	4	5	1.25	6.25	13.76
Teaching lectures and trainings on trafficking in human beings and gender equality			■ (11)	▲ (66)				4	3	5	1.67	6.6	14.68
Delegation of authority			● (44)					4	4	5	1.25	5	11.01
Sum	33.03	297	350	107	41	190	173	1192					
Priority	2.8	24.9	29.3	9.0	3.5	15.9	14.6						

Fig. 2. Matrix of competencies specifications of personnel

In the third stage, the objectives of the project are determined – the desired values of the level of competence also on the five-point scale, as shown in Fig. 2 in block 3. This stage is of fundamental importance in the implementation of this methodology in practice.

These values are the vectors of long-term development of the personnel. The degree of improvement is defined as the ratio of the target value of the level of competence to the existing one. On the basis of the obtained results the weight factor as a product is determined by the

importance of the degree of improvement and the importance of each individual competence. The last column in block 3 is the percentage ratio of the resulting weighting coefficients. As expected, such competencies as attraction of new foreign and domestic clients, along with an analysis of the state of the environment of the enterprise, were a priority.

The next step is to identify the competencies that must be owned by the employees in order to successfully complete the necessary competencies. Competencies are displayed in column 4. A set of competencies, as well as competences, was formed by the department staff on Polivska village council of Dergachi district of Kharkiv region.

At the fifth stage, the matrix of interaction is formed, which is represented by sector 5 in Fig. 2. The specificity of its formation is to determine the relationship between competencies and competences: how the chosen competency allows the necessary competence to be realized, depending on the position or type of work. Each

cell is marked with an appropriate symbol that reflects the extent of the relationship between competency and competence. An empty cell indicates the absence of this relationship, the nature of the relationship is defined as: weak (■ - 1); average (● - 3); strong (▲ - 6). In each cell, the importance for improvement purposes is determined as the product of weight coefficient, % and the degree of interaction. The results are written in brackets (sector 5).

Conclusions. Thus, on the basis of the analysis, it was determined that the following are the highest priority for the Polivska village council of Dergachi district of Kharkiv region: first place is the knowledge of normative legal acts, the second one - office work, on the third - the ability to conduct business negotiations and work in a team that does not actually differ in the results obtained; on the fourth - the skills of conducting trainings and lectures. The least important are the ability to deal with conflict situations and the possession of a foreign language (English).

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Анотація.

Красноруцький О. О., Зайцев Ю. О., Власенко Т. А. Підвищення кваліфікації персоналу в державних установах.

В статті представлено ключові напрямки вдосконалення процесу підвищення кваліфікації в публічних установах. Надано типи навчання, підвищення кваліфікації та перекваліфікація для державних службовців. Розглянуто дві ключові категорії: «компетентність» та «компетенція», надано їх визначення та уточнено різницю між ними. Описано природу взаємозалежності між системою розвитку персоналу в публічних установах та критеріями успіху їх діяльності шляхом визначення зв'язків між ключовими сферами відповідальності, компетенціями щодо відповідних завдань, компетентностями персоналу та формами та методами формування цих компетентностей. Надано методичний підхід обґрунтування складу програми розвитку персоналу в публічній установі з використанням інструменту «будинок якості».

Ключові слова: публічна установа, персонал, компетентність, компетенції, навчання, «будинок якості».

Аннотация.

Красноруцкий А. А., Зайцев Ю. А., Власенко Т. А. Повышение квалификации персонала в государственных учреждениях.

В статье представлены ключевые направления совершенствования процесса повышения квалификации в публичных учреждениях. Предоставлено типы обучения, повышения квалификации и переквалификация для государственных служащих. Рассмотрены две ключевые категории: «компетентность» и «компетенция», предоставлено их определения и уточнено разницу между ними. Описаны природу взаимозависимости между системой развития персонала в публичных учреждениях и критериям успеха их деятельности путем определения связей между ключевыми сферами ответственности, компетенциями по соответствующим задач, компетенциями персонала и формами и методами формирования этих компетенций. Предоставлено методический подход обоснования состав программы развития персонала в публичной учреждении с использованием инструмента «дом качества».

Ключевые слова: публичная организация, персонал, компетентность, компетенции, обучение, «дом качества».

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