

PERSONNEL MANAGEMENT IMPROVING IN LOCAL GOVERNMENTS OF UKRAINE

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In the modern concepts of personnel management role of the individual employee motivational characteristics of its facilities, skills and direct them to form a line with the objectives and goals set by the organization efficiently increases. Personnel management allows generalizing and implementing a certain set of measures to adapt the employee to external conditions, taking into account the personal factor in building a personnel management system of a public institution.

An important issue in the personnel management system of public institutions is the development of personnel, renewal of management staff, which directly determines the level of social services, the development of the organization and social and labor relations in it. The basic factors of staff development are the following: the first factor – the hierarchical structure of the organization, where the main means of influence – the relationship of power-subordination; the second factor – culture – ie common values, social norms, attitudes, which are formed in the team and regulate the actions of the individual; the third factor is the market, where the supply of free personnel for this sector is formed.

In management, such a category as personnel, is the most complex object of management in the system, because, unlike the material factors of production, has the ability to make decisions, act, critically evaluate the requirements for it, have subjective interests and other unforeseen factors. This is the reason for radical changes in the personnel management system in the public sphere in particular.

Modernization of the civil service system in accordance with the best world practices and standards is a key task of state administration reform in Ukraine. The quality of public administration at the central and local levels depends on the professionalism of civil servants, their ability to provide quality public services, motivation and decency. Serving the people are serving every citizen – it is responsible, requiring not just exercise proper selection of the best professionals in the public service, but also to help civil servant professionally develop and become more efficient and productive.

With the entry into force of the Law of Ukraine "On Civil Service" dated 10.12.2015 № 889 there is a need to strengthen the strategic role of personnel management services in public administration, which will be responsible for the implementation of personnel management in public administration, personnel selection, planning and organization of activities. issues of raising the level of professional competence of civil servants, documenting the entry into the civil service, its passage and termination, etc. [2].

Personnel management service in matters of implementation of state policy in the field of civil service is guided by the Constitution of Ukraine [3], laws of Ukraine "On Civil Service" [2], "On local state administrations" [4], "On service in local governments" [5], "On Prevention of Corruption" [6] and other laws of Ukraine, international treaties approved by the Verkhovna Rada of Ukraine, resolutions of the Verkhovna Rada of Ukraine, decrees of the President of Ukraine, acts of the Cabinet of Ministers of Ukraine and the central executive body formation and implementation of state policy in the field of civil service [7].

The object of the investigation was the Kharkiv City Council, which is a local government body that represents the territorial community of Kharkiv and performs on its behalf and in its interests the

functions and powers of local government defined by the Constitution of Ukraine, the Law of Ukraine "On Local Government in Ukraine" and other laws.

Kharkiv Mayor, City Council and its executive bodies operate on the principle of division of powers in the manner and within the limits defined by law.

The activity of Kharkiv City Council is carried out on the principles shown in Figure 1.

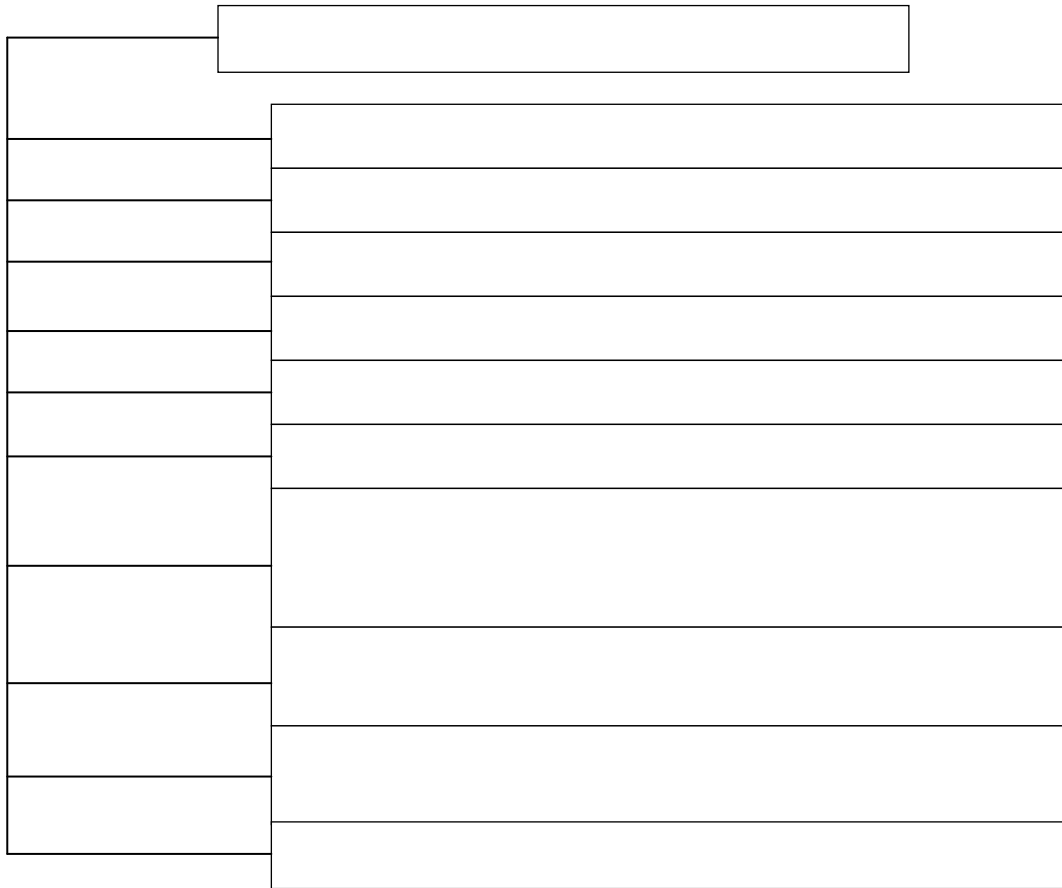


Figure 1. Principles that guide the Kharkiv City Council in its work [1]

The tool of personnel policy implementation in Kharkiv City Council is the personnel management service, which can be seen in the organizational structure of the institution. The main task of the service is to ensure the implementation of state policy in the field of personnel management in the Kharkiv City Council.

Note that the personnel management service of the Kharkiv City Council is accountable and controlled by the city council, subordinated to the executive committee of the Kharkiv City Council, the Mayor, Deputy Mayor – the manager of the executive committee of the City Council.

The main tasks of the personnel management service of the Kharkiv City Council are shown in Figure 2.



Figure 2. The main tasks of the personnel management service of the Kharkiv City Council [1]

Table 1 contains data on the number of employees of the organization.

Analyzing the number of employees of the Kharkiv City Council, we identified a structure that characterizes the share of individual groups (categories) of employees in their total number.

Table 1. The number of employees of the Kharkiv City Council in 2018-2019 [1]

Categories of staff	2018		2019	
	Persons	Specific weight, %	Persons	Specific weight, %
Total employees, pers., of them	147	100	149	100
managers, pers.	15	10,2	15	10,1
employees, pers.	114	77,5	116	77,8
support staff, pers.	18	12,3	18	12,1

According to the materials of the studied institution, it is seen that the share of employees is stable. The share of employees in quantitative terms increased from 77.5 to 77.8%, ie by 0.3% (however, this did not have a significant impact on the overall change in staff structure). The stability of the staff of the Kharkiv City Council is a significant prerequisite for increasing productivity and efficiency of the service delivery process.

We will note that employees of service of management of the personnel of the Kharkiv City Council annually review and form lists of the persons who are enlisted in a personnel reserve for the corresponding positions. The personnel reserve is created for holding positions and promotion in the Kharkiv City Council.

At the same time, the composition of the personnel reserve is dynamic, because it can include new people and exclude individual employees during the year. So, in case of necessity and if there are motivated reasons, the list of "reservists" may be amended during the year in accordance with the procedure established for admission of persons to the personnel reserve.

Note, that the responsibility for efficient preparation and use of personnel reserve is Mayor of Kharkov.

The creation of the reserve is by decision of the Kharkiv City Council and approved by the Mayor. When organizing work with the personnel reserve, the Kharkiv City Council uses the Standard Procedure.

We will note that the personnel reserve includes the persons who expressed desire to occupy a position in the Kharkiv City Council, have the corresponding qualification and education or get it. For positions in the Kharkiv City Council the personnel reserve is formed from:

- local government officials who have improved their skills or passed internships and are recommended by the attestation commission for higher positions;
- civil servants who wish to transfer to the service of local self-government bodies;
- specialists in production, socio-cultural, scientific and other fields, as well as graduates of higher educational institutions of the relevant profile, including those enrolled in educational and professional training programs for masters of state administration.

It should also be noted that enrollment in the personnel reserve in the City Council is carried out with the consent of the person who has expressed a desire to take a position in the council. As a rule, this is a written application, set out in any form.

It is also important to note that the personnel reserve of the Kharkiv City Council is formed from the calculation shown in Table 2.

Table 2. Calculation of the personnel reserve of the Kharkiv City Council [1]

Position	Number of people
For elected positions, for which persons are elected by the territorial community or the relevant council	Not formed
To the positions of heads of departments, divisions and other executive bodies of rural, settlement, city, district councils in cities and to the positions of heads of departments, divisions of the executive staff of district and regional councils	At least two people
For the positions of specialists of departments, offices and other executive bodies of rural, settlement, city, district councils and departments in cities, departments of the executive staff of district and regional councils	At least one person, taking into account the actual need

It is also important that enrollment in the personnel reserve is approved by order of the Mayor. And in cases when for appointment to positions for which the personnel reserve is formed, coordination of candidates with the corresponding executive bodies is provided, enrollment in the reserve is carried out after such coordination.

Professional training of employees, heads of local state administrations, their first deputies and deputies, local government officials and deputies of local councils is the acquisition and improvement of professional knowledge, skills and abilities of civil servants, heads of local state administrations, their first deputies and deputies, officials local self-government and deputies of local councils, which provides an appropriate level of their professional qualifications for their professional activities.

The system of professional training of Kharkiv City Council is based on the following principles:

- mandatory and continuity of professional training during the civil service and service in local governments, work in state bodies, exercising the powers of a local council deputy;
- purposefulness, predictability and anticipatory nature;
- innovation and practical orientation;
- individualization and differentiation of approaches to learning;
- openness and academic integrity;
- proximity of educational services to the place of residence and service of the person;
- guaranteed funding for vocational training.

Professional training of Kharkiv City Council employees can be of several types (Table 3).

Officials do not always feel the lack of correlation between competence and performance. Therefore, the potential competencies that need to be developed in local government officials include those where there are difficulties in performing official tasks. According to the analysis, these are local public transport and local roads (79.9%), environmental protection (79.1%), water resources management and solid waste management (67.5%), agriculture and rural development (67.3%).

Table 3. Types of professional training of civil servants of Kharkiv City Council [1]

Type of training	Characteristic
Preparation	Successful implementation by participants of vocational training of the relevant educational and professional program, which is the basis for awarding a master's degree in specialties required for professional activities in the civil service and local government, in particular in the specialty 281 "Public Management and Administration" field of knowledge "Public Management and Administration"
Certification training	Acquisition by participants of vocational training of new and / or improvement of previously acquired competencies within the framework of professional activity or field of knowledge
Internship	Acquisition of vocational training participants experience the tasks and responsibilities in a professional activity or field of knowledge
Self-education	Self-organized acquisition of certain competencies by participants of vocational training, in particular during daily activities related to professional, social or other activities, leisure

Based on the analysis of the training needs of Kharkiv City Council officials, the characteristics of the City Council should be taken into account when planning the relevant training programs.

As shown in Figure 3, competence in the field of local economic development and investment attraction; internal audit, audit of management activities; public communication needs to be developed by all local governments.

Whereas competence in the field of accounting needs the greatest improvement in rural and settlement councils (and this can be explained by the increase in tasks after the creation of united territorial communities).

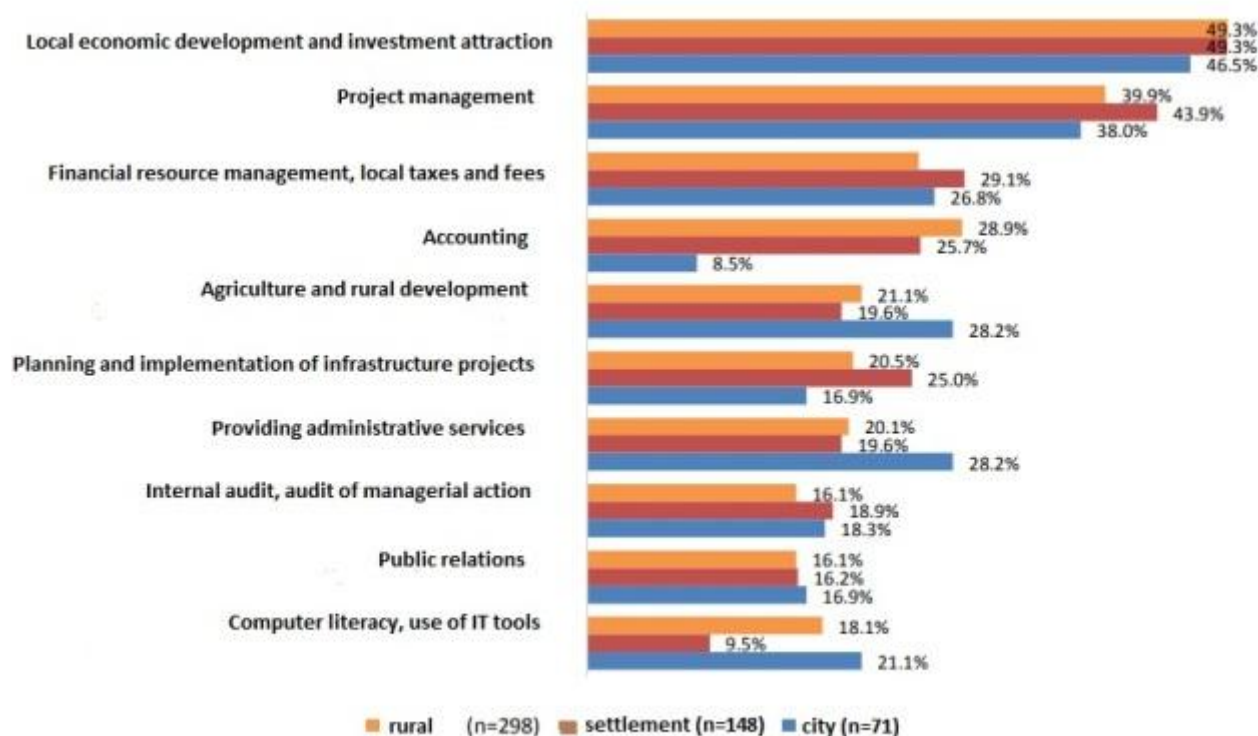


Figure 3. Priority directions of advanced training of local self-government officials in terms of local self-government bodies (% among all respondents)

Figure 4 shows the frequency of participation of representatives of the Kharkiv City Council in vocational training (% among all respondents).

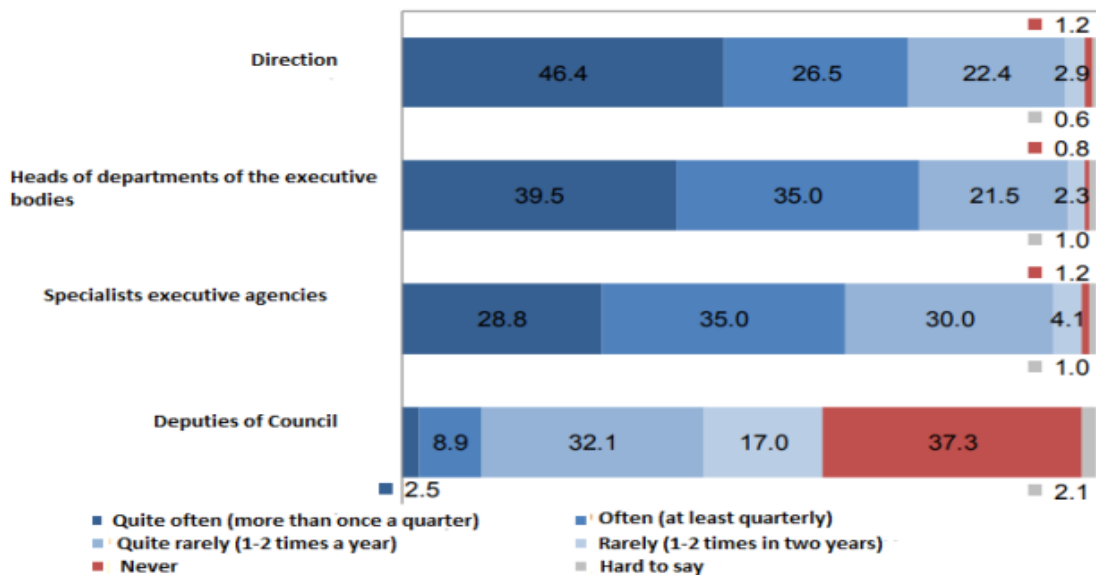


Figure 4. Frequency of participation of Kharkiv City Council representatives in vocational training (% among all respondents).

We can say that 98.8% of Kharkiv City Council representatives have participated in training events 1-2 times in the last 2 years. Moreover, in most cases (at least 63.8%) we are talking about regular participation – at least once a quarter or several times a quarter. 37.3% of Kharkiv City Council Deputies have never participated in vocational training, and only 11.4% regularly participate in such events.

Based on the results of professional training of civil servants, local government officials, ECTS credits are accrued, which are subject to accounting, which is conducted by personnel management services. Civil servants within the implementation of individual programs and local government officials have to gain at least a ECTS credits per calendar year.

During the personnel management of the public service staffing technology used in some way different from HR technologies in commercial organizations. Direct transfer of management technologies from sphere to sphere is impossible due to the specificity of the functions performed and the incompatibility of organizational goals. Personnel technologies can be defined as a set of methods and organizational procedures aimed at optimizing decisions on the development of civil service personnel.

The conducted analysis and generalized experience on the problems of introduction of innovative technologies gives grounds to note that it is necessary to improve the personnel management system of the civil service in three directions:

- improvement of the state personnel policy in the field of personnel management of the civil service;
- improving the activities of the central body of state power that manages civil service personnel;
- improving the activities of personnel services that manage civil service personnel.

Public engineering should become an innovative form of reforming and improving the human resources management system. Public engineering is related to reengineering, which is more commonly used in the private sector and is not used at all in the state sector. From reengineering, restructuring business as a method using a radical restructuring of business processes, management thought crossed to the concept of "business engineering", ie the architectural construction, creation of business through engineering and science by designing business process management. In our opinion, it would be expedient to introduce the concept of "public engineering" in the practice of public administration, which can mean the creation of public institutions (institutions, organizations) on the basis of engineering science through the design and management of state processes.

The purpose of public engineering is not to restructure the structures of public authorities, but to increase the efficiency of these authorities, a significant improvement in performance. Based on the practice of reengineering, the following principles of public engineering can be formed:

1. Get rid of stereotypes and consider the system of state administration in the eyes of the designer and architect. One of the key concepts that forms the basis of public engineering is processes, and in this case, administrative processes. It is their optimization and improvement that make it possible to discover and use new opportunities, reserves and resources for the development and improvement of management efficiency.

2. Go from managing administrative functions to managing administrative processes and goals. To perform such a large-scale task, it is necessary to apply innovative approaches and modern techniques and management technologies.

3. Support the current "design" of administrative processes, constantly improve them and adapt to changing conditions. Public engineering provides an opportunity not only to manage production processes, but also to re-create them, qualitatively model and modify them, building them into a single integrated and efficient system.

4. Conduct regular monitoring and analysis of administrative processes and to search and develop their optimal model.

The model of the administrative process (real or desired) due to the clarity of its description makes it possible to analyze how effectively it contributes to the achievement of certain goals and results. Operational tools of process analysis in the system of state administration can be the logistics of the administrative process, its duration and cost (including its distribution into separate stages), as well as other factors on which depends or may depend on the effectiveness of its implementation.

5. Clearly and constantly focus on the meaning of the concept of "process". The process is a sequence of functions (works, operations) aimed at achieving a result that has value and usefulness for its consumer.

Note that public engineering is closely linked to changes in the external and internal environment of the organization. Thus, through public-engineering can make a radical restructuring of the system of government that administers public service personnel. When creating innovative models of civil service personnel management, it is necessary to focus on modern global challenges, trends in the development of national and world society.

The modern system of personnel management and approaches to its implementation should use the fundamental and latest principles of the theory of scientific management. These include the selection of employees that best meet as to perform various job descriptions, efficient use of material incentives, the implementation of the necessary training and retraining of civil servants, the use of scientific analysis in determining opportunities for solving problems.

In the future, with the formation of directions of development of the personnel management system, its focus on social aspects and interests of the individual, the tasks and priorities in the personnel management system of the Kharkiv City Council will change significantly. Given the growing role of the human factor, one of the most important tasks of improving personnel management is to ensure staff development, which implies the need to invest in staff, rather than simply forming its number in accordance with existing jobs. Thus symbiosis of the accepted administrative decisions not only with interests of city council, but also with interests of a social component – its collective is considered necessary.

It should be noted that the formation of personnel management of the Kharkiv City Council on the principles of a systematic approach is determined by the coverage of all employees of state organizations, the relationship of management decisions within the subsystem to determine their impact on the system as a whole. Thus the program-target approach causes necessity of coordination of tasks and the purposes of development of each separate civil servant with the purposes of the organization. After all, only such a combination will ensure the sustainable development of the institution, which will be accompanied by the formation of personal interest of each employee in the effective operation of the Kharkiv City Council.

Personnel management should be based on the principles of system, functional and program-targeted approaches, the use of which will allow to consider it as a system consisting of an

interdependent set of components and interacting subsystems; to ensure the unity of goals of both the organization as a whole and each individual employee, the effectiveness of the entire personnel management system; decide on priority practical measures in management; to achieve the harmonious development of activities in market conditions, which is not possible without the organization of personal interest of each employee in the final results of the organization; not only to achieve the interests of the organization, but also to implement social programs that are adopted at the state and territorial levels and act in accordance with labor legislation. This setup creates motivation for efficient and effective work, which ensures long-term employment relationship and improve the quality of life as an individual civil servants and staff in general [8-12].

Therefore, to meet the challenges of improving the management of public personnel management is necessary to determine the algorithm of strategic tasks in HR; training each employee integrity, humanity, patriotism to achieve their goals.

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