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BASIC PRINCIPLES OF ORGANIZATION OF STAFFING OF LOCAL SELF- GOVERNMENT BODIES

The article examines the organization of proper staffing of the civil service, which requires adequate legal regulation, and proposes the unification of disparate regulatory material into a single act. The need to significantly expand the selection of candidates for public service has been determined, which will strengthen the desire for self-improvement of employees of the institution who are applying for promotion.

Keywords: *human resources, personnel policy, recruitment, local self-government, professional competence.*

Formulation of the problem. The organization of proper staffing of the civil service requires adequate legal regulation of the unification of disparate regulatory material in a single act. The issue of personnel support for the needs of the civil service requires a deeper study every day in order to improve the system of functioning of the civil service.

Analysis of recent research and publications. Such scientists as Kovbasiuk, Yu.V. and Semenchenko, A.I. Kostenko, O.O. and Hrushchynska, N.M. were engaged in the study of certain issues of training personnel for the civil service.

Presenting main material. It seems appropriate to regulate personnel issues in the section of the systemic and comprehensive Law of Ukraine "On Civil Service". Such an act, according to scientists, "should become the legal basis for comprehensive civil service reform." Its adoption made it possible to equally regulate civil service issues

related to the common responsibility of Ukraine and its subjects, and even to regulate civil service issues in various state bodies in detail. Naturally, a complex codification act will include norms of various branches.[3]

The selection and placement of personnel, their promotion must be carried out with mandatory consideration of the opinion of personnel staff. The personnel service must be in close contact with the head of the state authority, provide him with information about the state of work with personnel, collective opinion.

Staff support of the civil service provides for:

- analysis of personnel situation;
- the forecast of the need for personnel, from the strategy of the development of the civil service;
- creation of a system of motivation for joining the civil service and productive activities in the future;
- selection of personnel, their placement;
- personnel assessment, necessary reshuffles; organization of training of employees, improvement of their qualifications;
- selection and training of management personnel, promotion;
- identification of social tension and its elimination;
- implementation of personnel accounting; maintaining personnel documentation;
- control over compliance with regulatory orders regulating the procedure for passing the service.

It seems rational in large state bodies to allocate the following structural units as part of the personnel apparatus:

- a) employee selection department;
- b) the department of staff training and education, career guidance and adaptation;
- c) personnel study department, their evaluation, promotion and placement;
- d) department of control over ensuring security, solving social conflicts.

It is necessary to significantly expand the selection of candidates, to attract people from non-apparatus and non-political spheres, which will strengthen the desire for self-

improvement of employees of the institution itself who are applying for official promotion. For a number of the most significant positions, the competition may be closed, that is, only civil servants with work experience will be allowed to participate in it.

It is important to create a clearly and objectively functioning personnel selection and evaluation system aimed at attracting and promoting the best, most worthy, and on the other hand, at removing incompetent employees.

The following procedures and mechanisms should be implemented and improved in order to improve the human resources system of the civil service:

- the system of criteria for the selection, promotion and promotion of public services, which is regulated in detail and accessible for review, is implemented based on the results of qualification exams and attestations based on their qualifications and business qualities, and not on years of service; the organization of attestation commissions with a mixed composition, that is, they include not only employees of the body conducting attestation, but also employees of personnel services of other institutions, involved on a rotational basis, teachers of higher education institutions specializing in the "public administration" profile;

- organization of appeal commissions for civil servants who disagree with the evaluation of the results of their activities.

It is of practical interest to transfer to the state calculation and system of state orders on a contractual basis part of the state services that provide. The economic adaptation of the civil service to market conditions involves both a reduction in the scope of state activity in the economic sphere and the introduction of important structural and organizational changes in the activities of state bodies. The most significant function of direct management of public production should be preserved only in relation to a limited number of enterprises that are not subject to privatization, perform such public and social functions, the implementation of which cannot be ensured on commercial principles, as well as to natural monopolies.

The innovative approach seems reasonable for the career of an official in the public service. For quite a long time in many European countries (Great Britain, France,

Germany), the main element of an official career was the guarantee of slow but sure advancement based on years of service or seniority in a given body. However, in modern conditions, in the light of administrative reforms and innovations, work experience can no longer serve as the main criterion for appointment to a higher position. Much more important are high business qualities, personal initiative, entrepreneurship, innovation and high quality of work. [2]

It is these criteria that are included in the modern American career model of a civil servant, which should currently be recognized as the most optimal: there is no automatic promotion up the official ladder; the main criterion for promotion of an official to a position is the type and quality of the work performed. It seems that this approach should also be used in modern Ukrainian civil service practice.

In developed countries, great importance is also attached to the issue of control over the civil service system. In a democratic society, administrative and state management is in the sphere of parliamentary control, there are bodies of administrative justice, elements of centralization and decentralization are optimally combined in the public service.

In Ukraine at the current stage, it can be stated that scientific research often has nothing to do with the solution of current management problems, on the other hand, the practical decision-making process is detached from scientific analysis. Professional civil servants have little interest in modern scientific research and often take a negative position regarding the implementation of scientific methods of administrative management.

In order to accelerate the development of the Ukrainian scientific school of administrative and state management, it is possible to use achievements in the field of management, the science of enterprise management. Scientific research institutes, statistical offices of various levels, analytical divisions of state bodies, which should be engaged in economic, social, demographic and other research in this field, should be more actively used for the development of the theory of administrative and state management.

It is important to research and generalize the experience of the development of world science in the field of public administration. There is an international conceptual apparatus, materials of UN experts on the organization of administrative and state activities, which should be used, taking into account the specifics of Ukrainian conditions. Scientific work is necessary, since it is advisable to present the achievements of the world science of administrative and state management in the national lexicon, adapt and make available its applied technologies.[1] The civil service in a democratic society should be an institution open to public scrutiny. Citizens should know how and under what rules it works, have access to the necessary materials and information, challenge the interests of decisions that affect them, including personnel.

These rights must be ensured by legal means, administrative and judicial practice. Such openness of the civil service will contribute to the growth of its authority and prestige, without which it is impossible to attract the worthiest young people to the service.

The new concept of public service, which boils down to its service to society, social orientation to a person, should take root in the minds of civil servants and help overcome the existing alienation between the state and society in Ukraine. With this approach, the status and functions of the civil service are formed based on their derivation from the interests, goals and tasks of the community of people united by the state, and not from the primacy of the goals and functions of the state itself.

In the general plan of improving the civil service in Ukraine, the principle of orientation towards serving society and people is closely interconnected with the problems of decentralization, bringing the level of decisions made that directly affect their interests, and in particular personnel, closer to citizens. It is necessary to promulgate modern ethical principles of civil service, violations of which should be sanctioned to employees, as such we offer the following:

1. Public service is the appointment of civil servants. Loyalty to one's country should be higher than loyalty to the party or the state.

2. To protect the Constitution and laws of Ukraine, to promote the accurate and consistent implementation of their orders.

3. Strive to fulfill one's official duties proactively, use the most rational methods of completing assignments.

4. In the management process, do not allow bureaucracy, formal attitude to people's problems, do not receive personal benefit, do not engage in business activities directly or through intermediaries.

5. Do not use official information for personal purposes.

6. To make management decisions fairly and reasonably, not to accept any favors for yourself and your family members in connection with the performance of your duties.

7. Fight against crimes, protectionism and bribery in the state apparatus.

8. To achieve high results in one's official activities, but only within the framework of the law, using legitimate means.

Such principles provide moral guidelines, contribute to the development of official morality, adequate to the modern understanding of the role of a democratic, legal state in society.

After all, under certain conditions, deformation is possible: the apparatus created to serve society or the region loses its purely official role, concentrates power, using it in its own interests. There is a coincidence of the interests of the bureaucratic layer in the management apparatus with unscrupulous employees who are used to receiving money for poorly performed and sometimes unnecessary work, using mismanagement to use public or state property in their own interests, creating conditions for receiving bribes, committing embezzlement.

Real social interests and values exist for the formal-bureaucratic management style only to the extent that they are presented in the form of a legally significant indicator on the basis of which the employee's performance is evaluated. A bureaucrat works for formal indicators. [5]

According to scientists, the more centralized management is, the more it fits into the formal indicators of measuring and comparing the results of the employees' activities,

and the more the results have to be simplified in the indicators. Therefore, the opportunity to give a distorted picture of the actually achieved results with the help of formal indicators was more appropriate. The system of formal indicators, and in particular in the personnel sphere, leads to such a modification of the activity evaluated with their help, in which they demonstrate maximum growth with minimal effort, real results are exaggerated.

By democratizing the management system and personnel sphere, we are depriving bureaucracy of a favorable social environment. Therefore, the fight against bureaucracy should be considered in the broad context of economic, democratic and spiritual renewal.

The reasons for bureaucracy are insufficient attention to the problem of ensuring its professionalism, training and retraining of various categories of civil servants, as well as the lack of an effective system of stimulating effective official activity. Only a few civil servants continuously improve their level of competence and engage in self-education. The unprofessionalism and bureaucratism of officials is caused, among other factors, by the imperfection of personnel work, which is mainly preserved by the predominance of appointments and protectionism, based on personal loyalty. In some cases, there is no social demand for specialists with good knowledge in the field of economics, law, and sociology in the management apparatus.

It is necessary to develop new general criteria and qualification requirements for civil servants depending on the functions they perform, to thoughtfully engage in marketing of management personnel, personnel management, formation of orders to educational institutions for training and retraining of civil servants, introduction of targeted distribution of the best graduates. It is important to experiment, not be afraid to make mistakes, introduce new selection tests, try to organize certifications, qualification exams and competitions in a different way, while increasing the attractiveness of civil service for citizens by introducing decent pay for honest work.

It is necessary to look for new approaches to the analysis of the personal and business qualities of employees, to take into account the collective opinion during the promotion of employees, and the formation of personnel reserve lists. It is necessary to

create a system of material, organizational, and moral incentives for attracting and retaining promising personnel, to ensure the publicity of personnel decisions on promotion and dismissal, and to organize appeal commissions. It is necessary to try to experiment with the systems of evaluating the work of a civil servant.

Successful work should be rewarded. If the leadership of the authority and administration wants to ensure that the employees work with full dedication for the benefit of the cause, it should fairly reward the employees for good results. The role of timely and fair remuneration in the motivation of civil servants for highly productive, creative work increases immeasurably if it is carried out objectively and objectively.[5]

Forms of individual control are meant to play an important positive role in fostering the responsibility of civil service personnel. It is possible to introduce a state qualification exam for admission to management positions. It is necessary to continue the development and legally regulate the mechanism for checking the reliability of information about income and property status of both candidates for public service and persons already in it.

Personnel apparatuses of the civil service must be oriented towards the future, forecast social, economic and technological development trends and proactively program the training of qualified personnel. It is possible to establish optimal terms of stay in certain positions. Such a term should allow the civil servant to master this area of work, develop and implement any measures, demonstrate his abilities, and achieve positive results in official activities.

The lack of guarantees for a certain period of work leads to employee insecurity, the desire to avoid unnecessary risk. On the other hand, with a long stay in the same position, that knowledge and skills of the employee, which turned out to be unnecessary in this position, atrophy, and the motivation for productive activity decreases. As noted in the specialized literature: When an employee stays in the same position for a long time, his immediate subordinates lose hope of ever getting this position, and this begins to restrain the entire chain of transfers. A situation of stagnation may develop in the organization.

The usefulness of changing places for the employee is great. You come into close contact with new people, with their new views on business, organization and management experience, you get to know new experiences. In turn, you bring your experience to the new enterprise, you implement the best of your previous activities. You can most acutely see and eliminate shortcomings in work, which are used here and which are not noticed.

The study of unfavorable factors that make personnel work difficult, the growth of the professional potential of the apparatuses of state prosecutor's offices, and the motivation of civil servants to resign, showed the importance of the level of social security. Thus, among the many unfavorable factors, 91% of respondents singled out an insufficient level of remuneration, 41% - uncertainty of rights and responsibilities, 36% - conflicts with management.

The system of differentiated remuneration of civil servants widely used in Western European countries deserves attention. A progressive reward means a salary increase, and it is given for specific results achieved during a certain period of time or, for example, a civil servant has a certain percentage of income received for the implementation of rationalization proposals.

At the same time, the effective staffing of the civil service of Ukraine, especially at the state level, is unable to rally on mindless borrowing of domestic and foreign experience. It must be subjected to critical analysis; it is necessary to produce new personnel technologies that correspond to the realities of today.

Conclusions. It is necessary to think over the program of reforming personnel apparatuses, qualitatively improving the training of their employees. Promotion in the service hierarchy must be carried out with mandatory consideration of the opinion of personnel services employees. It is important to create a clearly and objectively functioning personnel selection and evaluation system aimed at attracting and promoting the most worthy candidates, and on the other hand, at removing incompetent employees. It is necessary to more closely connect scientific research in the field of public service with practical activities, to use the achievements of other sciences.

It is necessary to develop new general criteria and qualification requirements for civil servants depending on the functions they perform, it is necessary to carefully deal with the marketing of managerial personnel, personnel management, the formation of orders to educational institutions for the training and retraining of civil servants, and the introduction of targeted distribution of the best graduates. Personnel apparatuses of the civil service must be oriented towards the future, forecast social, economic and technological development trends and proactively program the training of qualified personnel.

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