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METHODOLOGY OF THE PERSONNEL POLICY ON THE FORMATION, IMPLEMENTATION AND PROTECTION OF THE RIGHTS OF PUBLIC SERVANTS IN THE CONTEXT OF FORMATION OF THE PUBLIC SERVICE IN UKRAINE

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**МЕТОДОЛОГІЯ КАДРОВОЇ ПОЛІТИКИ ЩОДО ПИТАНЬ ФОРМУВАННЯ, РЕАЛІЗАЦІЇ
ТА ЗАХИСТУ ПРАВ ПУБЛІЧНИХ СЛУЖБОВЦІВ У КОНТЕКСТІ
СТАНОВЛЕННЯ ПУБЛІЧНОЇ СЛУЖБИ В УКРАЇНІ**

The article defines the main criteria for classifying methods of personnel policy in relation to the rights of public servants. The classification of methods for managing personnel processes has been carried out. A list of the main measures of personnel policy on the rights of public servants, which determine the main personnel processes, is given. The concept of personnel policy regarding the rights of public servants is disclosed as a systematized way of imperious influence on the process of development of personnel processes, the functioning of personnel services, specific officials whose activities lead to the solution of the personnel issues raised, the effective use of personnel potential, and the increase in the efficiency of public service staffing. The article defines the main functions of personnel policy in relation to the rights of public servants, which are at the same time a criterion for classifying methods. A classification of methods of personnel policy regarding the rights of public servants is proposed according to the following criteria: by content load, by the nature of influence, by functional load. Administrative methods are analyzed, in particular, an extended classification of

administrative methods according to content load is proposed. In particular, it is proposed to distribute the administrative methods of personnel policy in relation to the rights of public servants according to their content into the following main groups: administrative, economic, organizational, political, social, moral, social, psychological, analytical, etc. The study used a systematic approach and carried out a generalization of methodological values on the verge of general philosophical concepts, approaches in public administration. The methodology of scientific knowledge is connected with the methodology of practical management. The method of unification of methods, technologies and their use in solving various tasks assigned to the methodology of personnel policy on the formation, implementation and protection of the rights of public servants is determined as relevant. The methodological basis for such processes is the development of methodological approaches, developments, principles, methods, models.

У статті визначено основні критерії для класифікації методів кадрової політики щодо прав публічних службовців. Здійснено класифікацію методів управління кадровими процесами. Наведено перелік основних заходів кадрової політики щодо прав публічних службовців, які визначають основні кадрові процеси. Поняття кадрової політики щодо прав публічних службовців розкрито як систематизований спосіб владного впливу на процес розвитку кадрових процесів, функціонування кадрових служб, конкретних посадових осіб, діяльність яких призводить до вирішення поставлених кадрових питань, ефективного використання кадрового потенціалу, підвищення ефективності кадрового забезпечення публічної служби. У статті визначено основні функції кадрової політики щодо прав публічних службовців, які є одночасно і критерієм для класифікації методів. Запропоновано класифікацію методів кадрової політики щодо прав публічних службовців за такими критеріями: за змістовим навантаженням, за характером впливу, за функціональним навантаженням. Проаналізовано адміністративні методи, зокрема запропоновано розширену класифікацію адміністративних методів за змістовим навантаженням. Зокрема, адміністративні методи кадрової політики щодо прав публічних службовців запропоновано розподілити за змістовим навантаженням на такі основні групи: адміністративні, економічні, організаційні, політичні, соціальні, морально-етичні, соціальні, психологічні, аналітичні тощо. У дослідження використано системний підхід та проведено узагальнення методологічних значень на межі загальнофілософських понять, підходів у державному управлінні. Поєднано методологію наукового пізнання з методологією практичного управління. Актуальним визначено спосіб уніфікації методів, технологій та їх використанні у вирішенні різноманітних завдань, поставлених перед методологією кадрової політики щодо питань формування, реалізації та захисту прав публічних службовців.. Методологічною базою для таких процесів виступає розробка методологічних підходів, напрацювань, принципів, методів, моделей.

Key words: public service, public servant, methodology, personnel policy, rights of public servants, protection of the rights of public servants, realization of the rights of public servants, administrative methods.

Ключові слова: публічна служба, публічний службовець, методологія, кадрова політика, права публічних службовців, захист прав публічних службовців, реалізація прав публічних службовців, адміністративні методи.

STATEMENT OF THE PROBLEM IN GENERAL TERMS AND ITS CONNECTION WITH IMPORTANT SCIENTIFIC OR PRACTICAL PROBLEMS

In management practice, a large number of terms and concepts that are directly related to the personnel activities of public authorities are widely used. An analysis

of the theoretical foundations of the state personnel policy will make it possible to better understand all aspects of personnel policy in relation to the rights of public servants, to systematize the set of terms, to structure the basic concepts. The purpose of this work is to analyze the main methods of personnel policy on the rights of public servants. The object of this study is the personnel policy

of the public service. The subject of scientific research is the methods of personnel policy in relation to the rights of public servants in the context of the formation of public service in Ukraine. Research objectives are set:

- generalize approaches to the definition of the concepts of "personnel processes", "methods of managing personnel processes";
- to determine the main criteria for classifying methods of personnel policy in relation to the rights of public servants;
- carry out a classification of methods of personnel policy in relation to the rights of public servants;
- analyze the methods of managing personnel processes in accordance with their content.

ANALYSIS OF RECENT RESEARCH AND PUBLICATIONS

Questions of methods of personnel policy, studies of the methodology of personnel policy on the rights of public servants are being studied by many foreign and domestic scientists. In the science of public administration, methods are classified according to content characteristics, which makes it possible to single out methods of legal regulation, organizational and administrative, economic, socio-political, socio-psychological and moral methods of public administration (G. Odintsova). According to the method of influence, the methods are divided into regulatory, financial, economic, organizational, scientific, methodological and informational and educational (M. Latinin). Relevant today are the disclosure of the features of personnel processes and staffing in the works of V. Averyanova, V. Bakumenko, N. Nizhnik, S. Seregin, A. Obolensky.

FORMULATION OF THE OBJECTIVES OF THE ARTICLE (STATEMENT OF THE PROBLEM)

The personnel policy of the rights of public servants in the context of the formation of public service in Ukraine requires a thorough study, because the personnel policy of the civil service, service in local governments is constantly changing, modernizing; various methodological approaches, innovative scientific developments, world experience in the theory and practice of the functioning of personnel processes are used. The main directions of the formation and development of personnel policy in relation to the rights of public servants, determined in accordance with the personnel policy of public authorities, require theoretical substantiation, detailed study and practical use of theoretical developments. Examples of some personnel actions in practice within the framework of the state level include the development of the concept of state personnel policy, the determination of ways and means of staffing, the formation of targeted personnel programs, the implementation of plans for work with personnel and personnel programs, etc. Therefore, the study of management methods for these and other personnel processes is necessary and relevant. In particular, the unresolved part is the formation of a single theoretical and methodological basis for ensuring such processes, the development of a categorical apparatus from the standpoint of a systematic approach to the formation of conceptual approaches to public service.

PRESENTATION OF THE MAIN MATERIAL OF THE STUDY

The processes of formation of the theoretical and methodological basis for the functioning of the public service are relevant for study. Today, there is a definition of the concept of public service, which is legally enshrined in the Code of Administrative Procedure of Ukraine. According to it, public service is "activities in public political positions, professional activities of judges, prosecutors, military service, alternative (non-military) service, diplomatic service, other public service, service in the authorities of the Autonomous Republic of Crimea, local self-government bodies [1]. It is also determined that the public service is a much broader concept and also includes the activities of other entities, including institutions, organizations, enterprises of any form of ownership, only if they perform the functions of public administration in accordance with applicable law [2]. Taking into account the legislatively defined positions in the context of this study, the personnel processes of public authorities can be divided into three main groups:

- personnel processes in the public service;
- personnel processes in local governments;
- personnel processes in state enterprises, institutions and organizations performing the functions of the state.

This division more clearly sets the limits of the operation of management methods, defines the subjects and objects of management, and regulates the relationship between them.

At the national level, the personnel process includes: the development of the concept of state personnel policy, the determination of ways and means of staffing, the formation of targeted personnel programs, the implementation of work plans with personnel and personnel programs, the implementation of the main personnel programs [3]. Scientific developments and practical developments are often aimed at personnel processes at the level of activities of individual state authorities and local governments, as certainly in most cases derivatives of national ones [4—6]. In each of these areas, for the implementation of personnel policy, the following activities are carried out that determine the main personnel processes:

- development of the concept of the state personnel policy;
- determination of the means of staffing;
- formation and implementation of target personnel programs;
- implementation of work plans with personnel and personnel programs;
- implementation of the main personnel programs;
- development of a recruitment strategy;
- selection of personnel to fill positions;
- staffing processes;
- recruitment and dismissal processes;
- vocational education, training, opportunities for advanced training/competence;
- development and implementation of employee qualification standards;

- identification of personnel by indicators (gender, age, level of education, work experience);
- monitoring the results of labor (assessment, certification, etc.);
- stimulation of labor;
- development of management approaches taking into account the individual qualities of employees;
- training, retraining and promotion of personnel;
- formation and effective use of personnel reserve;
- measures to increase the prestige of work in public authorities;
- assessment of the effectiveness of the work of personnel of public authorities;
- a clear distribution of functions, tasks and responsibilities for their implementation;
- measures to prevent corrupt practices, etc.

These personnel processes act as objects of management and require certain tools for making personnel decisions, special methods for implementing personnel policy. Methods are specific methods and techniques for the implementation of management activities. As for the interpretation of the method of personnel policy in relation to the rights of public servants, this is a systematic way of influencing the process of development of personnel processes, the functioning of personnel services, specific officials whose activities lead to the solution of personnel issues, the effective use of personnel potential, and increasing the efficiency of staffing public service. Methods of personnel policy regarding the rights of public servants are aimed at the practical implementation of personnel decisions, have a control effect on management objects in accordance with the goals and objectives of the personnel policy of the civil service and the policies of local governments. The impact can be carried out both directly on personnel processes and indirectly, have a short-term or long-term effect.

Methods of personnel policy in relation to the rights of public servants in government authorities and local self-government authorities are characterized by the following main functions:

- stimulation;
- control;
- activation;
- stabilization;
- regulation;
- strengthening of personnel motivation;
- rationing;
- adjustment of personnel policy;
- forecasting of personnel actions;
- design;
- personnel modeling, etc.

Classification methods can be carried out using different criteria. Therefore, taking into account the above list of the main functions that implement management methods, it is possible to divide them according to the functional load: adjustment methods, activation methods, incentive methods, etc.

According to the nature of the impact, direct and indirect are distinguished. Direct methods are characterized by a forced method of execution (for example, administrative methods of control). According to the general principle, methods of managing personnel

processes can be divided into special and general. General methods are characterized by the direct implementation of management, that is, the development, acceptance, implementation of an authoritative personnel decision. The result of the application of such methods is the implementation of legal, organizational, state-power management in the field of personnel policy. General methods can be divided into the following groups — administrative methods and methods of regulatory influence on personnel policy. Special methods are other methods of managing personnel processes — political, social, moral and ethical, psychological, etc., which have an indirect impact, are characterized by a non-coercive way of execution, based on the use of the relationship between the natural data of a person and the motivation of the behavior of the personnel of the public authority.

Administrative methods are also distinguished as a group according to such a criterion as a meaningful load. Consequently, according to the content load, special methods of managing personnel processes can be divided into the following main groups: administrative, economic, organizational, political, social, moral, social, psychological, analytical, etc. Administrative methods are characterized by a direct, often coercive nature of the impact that meets the legal norms, acts and orders of the authorities to which they are subordinate [7]. Administrative methods of managing personnel processes are characterized by direct influence, often a one-sided way of fulfilling the tasks of personnel policy, establishing clear responsibilities, rights and methods for performing tasks; obligation to comply with instructions, instructions, orders.

Organizational methods include planning the number of employees, the use of working time, labor organization, etc. Organizational influence on the object of management aims to change its functions, structure, organization of managerial work, rights and obligations. In the activities of public service authorities, organizational methods of personnel actions can be considered in several aspects. From the standpoint of a systematic approach, this is a set of organizational techniques, procedures, operations aimed at achieving the goal of staffing a particular system for the effective functioning of a public service body. Organizational methods are primarily aimed at supporting and regulating the regulatory processes of staffing the subject of management, the distribution and consolidation of tasks, functions, duties, rights and responsibilities for the subjects and objects of management of personnel processes.

Regulatory methods are a relatively rigid type of organizational impact, which consists in the development and implementation of organizational provisions that are mandatory for implementation within the time period specified by these provisions. Researchers distinguish the following main types of regulatory methods: corporate, functional, structural and official [8].

Normative ways of managing personnel actions, along with regulatory, administrative and organizational ones, are part of administrative ones. Normative methods in public administration are ways of directing the activities of subjects towards the

development of objects of public administration, which are based on the use of a system of norms, rules and standards of social development in the process of developing and implementing state-administrative mechanisms [9]. From the position of analyzing the content of management, the main procedural way of their influence on the management of personnel processes is the development, establishment and control of boundaries and restrictions, and the material form of management is the use of norms, standards, limits, etc. by public authorities. The following should be considered as the main characteristics of normative methods of managing personnel processes: their use in the process of exercising managerial influence; act as the content of the impact on the control object; clear definition of the subject and object of management; a vivid expression of imperious / subjective powers; the presence of clear forms, expression and method of application, etc. Examples of the use of normative methods for managing personnel processes are rationing, standardization.

Through economic methods, a system of material incentives is formed. For the effective use of personnel process management methods, it is necessary to form and develop an effective system of material incentives for staffing public authorities. The main economic management methods are material incentives, bonuses, special credit conditions, incentives, etc. World experience in the use of economic methods argues that the effective influence on the economic interests of the management object contributes to the increase in the efficiency of employees' work, creates a sense of high responsibility aimed at improving the social status of employees. For the economic stimulation of teams and individual workers, there are separate economic mechanisms developed. Such an indirect method of management divides the work of employees into effective and inefficient, which does not comply with established standards. The approach with the introduction of economic methods brings a generally positive result of personnel management.

Political methods of management are characterized by the popularization of certain ideas, propaganda, influence on interests, the formation of a certain status in society. Personnel processes of public service authorities are partly exposed to such influences and political propaganda. At the same time, it is not a prerequisite for the implementation of management that the subject of influence is a political party or its supporters. An example of such influences is the creation of better conditions for the self-realization of personnel of public authorities, the solution of certain social or other problems, advertising, information. Information methods deserve special attention in the context of consideration of political methods. Some researchers tend to consider information-psychological or political-informational methods. Others believe that information management methods should be singled out as a separate group of special methods. In the context of this study, it is advisable to consider information methods of personnel processes of public authorities in the context of political ones as a means of achieving the result of a certain policy in a broad sense (personnel policy, information policy, etc.). Moral methods of personnel

policy in relation to the rights of public servants are aimed at the formation and maintenance of a normal moral environment, the establishment of moral standards and ethical norms in teams, the formation of a sense of dignity, responsibility, and the formation of a collective culture. Examples of moral and ethical methods of personnel policy in relation to the rights of public servants are the use of such means as awards, reprimands, certificates, distinctions, public approval, condemnation, moral encouragement, etc. The socio-psychological methods of personnel policy in relation to the rights of public servants are aimed at maintaining a healthy psychological climate in the team, ensuring an equal social environment, forming social relationships, ensuring relations between the leader and subordinates at the proper level, preventing psychological and social conflicts and neutralizing them. Before applying the methods of this group, it is necessary to carry out socio-psychological diagnostics, analyze group and personal relationships, analyze the relationship between the leader and subordinates, analyze social and psychological conflicts, the reasons for their presence and occurrence. These methods include: the formation of the organizational culture of the institution, the identification of psychological characteristics (individual and group) and the selection of specific management methods for specific data, the assessment of candidates for positions, the professional adaptation of those accepted for positions, the socio-psychological adaptation of employees in the team, the establishment and support a favorable psychological atmosphere, the implementation of motivation, the provision of opportunities for self-realization, etc.

Analytical methods are aimed at analyzing personnel situations, problems, processes; on the formation, selection and application of methods for their research; development of a methodological basis for the introduction of other management methods; formation of personnel programs, development programs, work plans with personnel, etc. Examples of analytical methods for managing personnel processes are the method of system analysis, the method of expert assessments, the method of policy analysis. In management science, such methods are called scientific-analytical, scientific.

CONCLUSIONS AND PROSPECTS FOR FURTHER RESEARCH IN THIS DIRECTION

The following theses can be singled out as the main result. The object of study of this work is in the plane of methodological development of the concepts of public service, personnel policy and management methods. To date, there are many methods of management and methods of public administration, the methodology of public administration, modern management and other branches of knowledge, the methodology of individual sectors of the economy is being developed. Very often, the methods of other industries are involved for the needs of the formation of methodologies for public administration, management, and the formation of a public service. Therefore, the most widely used method of cognition is a systematic methodology, the result of which is the synthesis of practice, cognition, norms, and the creative

search for methods. The peculiarity of this study is that the subject of the study is on the verge of public administration, regional administration, local government and public service. Therefore, the use of different approaches is of great methodological importance, contributes to the emergence of a certain methodological result by summarizing certain developments, studying management methods and technologies, classifying them, etc.

Promising areas for further research are: the study of a number of other methods of personnel policy of the rights of public servants and their distribution within the framework of the above classification; analysis of the powers of management entities to apply the methods of personnel policy on the rights of public servants, their limits; study of the features of the functional load of the methods of personnel policy on the rights of public servants on the basis of the main functions of the methods of personnel policy on the rights of public servants proposed in the article, etc.

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