

## REFORMING AND MODERNIZING THE PUBLIC SERVICE OF UKRAINE UNDER EUROPEAN STANDARDS MANAGEMENT OF PERSONNEL POLICY

<sup>a</sup>IHOR SHPEKTORENKO, <sup>b</sup>VALERIYA GOLUB,  
<sup>c</sup>VOLODYMYR KOZAKOV, <sup>d</sup>ROMAN LELIUK,  
<sup>e</sup>IRYNACHUMAK, <sup>f</sup>MYKHAYLO NAGORNYAK

<sup>a</sup>*Dnipropetrovsk Regional Institute for Public Administration,  
National Academy for Public Administration under the President  
of Ukraine, 29, Gogol Str., 49044, Dnipro, Ukraine*

<sup>b,c,d,e</sup>*National Academy for Public Administration under the  
President of Ukraine, 20, Antona Tsedika Str., 03057, Kyiv,  
Ukraine*

<sup>f</sup>*Vasyl Stefanyk Precarpathian National University, 57,  
Shevchenko Str., 76000, Ivano-Frankivsk, Ukraine*

email: <sup>a</sup>igor310113@ukr.net, <sup>b</sup>letovesna201@ukr.net,

<sup>c</sup>v.kozakov202@ukr.net, <sup>d</sup>Roman.lelyuk2021@gmail.com,

<sup>e</sup>irinka\_110333@ukr.net, <sup>f</sup>nagornyakmm21@gmail.com

**Abstract:** The study outlines the importance of effective public administration. It was determined that the reform of the public service in Ukraine was the discrepancy between the Ukrainian system of public administration and European standards of good government. It was emphasized that the reform of public administration is one of the main reforms in countries with economies in transition, which are implementing comprehensive reforms in various areas of public policy. The authors revealed that reducing the administrative burden of state regulation, improving the quality of the provision of administrative services, ensuring the legality and predictability of executive actions enhances the state's position in the world ratings of competitiveness. The place of Ukraine in international rankings has been determined. The study proved that implementing this strategy in terms of civil service, and human resource management are the main directions. The main directions are: ensuring an increase in the civil service's efficiency and transparency by automating processes, human resource management systems based on modern information and communication technologies; implementation and support of the selection system for civil service positions, based on public administration principles, transparent, in line with best practices and ensures the involvement of the most professional, competent and motivated specialists; introduction of a modern, holistic, mobile, and flexible system of professional training for civil servants with a developed infrastructure and proper resource provision, focused on the development of competencies and the need for the professional development of civil servants.

**Keywords:** Budget support, Efficiency, European standards management, Governance, Human resources, Public administration, Public policy.

### 1 Introduction

In modern economic conditions, effective public administration is one of the key factors in developing the country, particularly the creation of favorable conditions for economic and social development [42]. All the world's leading countries, which have in their arsenal a powerful and well-coordinated work of state authorities, create a successful competitive state [47]. When the country carries out effective management of human resources in the field of public service, then the interests of citizens are taken into account to the maximum, and their security is also ensured [13, 14, 15].

In Ukraine, the governance system has the features of an outdated post-Soviet system that requires an immediate reboot, in particular in terms of strengthening the capacity of state institutions [7, 17, 19, 20, 33]. The system of public administration in Ukraine does not meet the needs of the state in carrying out comprehensive reforms in various areas of public policy and its European choice, as well as European standards of good government.

In accordance with this, the Government of Ukraine is implementing the public administration reform based on European principles since such approaches increase the efficiency of work. The main goal of the reform remains the formation of a professional civil service with a set of specific skills and competencies and the introduction of digitalization, and the preparation of high-quality government decisions [21].

One of the indicators of effective management is personnel management in the civil service. It is on the effective use of the implemented technologies in work with personnel that the obtaining of effective indicators of employees working in public authorities significantly depends [18, 22, 28, 29].

Ensuring the formation of state policy, monitoring and evaluating the results of the implementation of state policy in the field of personnel management in the civil service, developing proposals for its continuation or adjustment; ensuring legal regulation in the field of personnel management in the civil service – all these tasks are within the competence of the General Department for personnel management in the civil service and in local government [35].

The General Department for Personnel Management in the Civil Service and Local Self-Government Bodies is an independent structural subdivision of the National Agency of Ukraine's apparatus for Civil Service, created to perform tasks related to the analysis and provision of the formation of state policy in the field of civil service.

### 2 Literature Review

Civil service and human resource management's direction aims to provide government agencies with highly qualified employees who can support ministers in developing effective policies [36]. The state is one of the largest employers in the country, so it must attract the best talent who wants to serve the community. For this, the state seeks to become an attractive employer that uses modern personnel management tools. First of all, this requires the development of a service-oriented culture in public administration [1-6, 8, 10].

Tishchenko and Korolyuk have noted that the situation of political instability in connection with military operations in the south-east of the country has a particularly negative effect on the quality of public administration in Ukraine; manifestations of corruption in the highest echelons of power and the slow pace of implementation of state anti-corruption measures; the imperfection of legislation on the protection of property rights, the fulfillment of contractual obligations, an unsatisfactory state of justice; low level of quality of administrative services, political bias of civil servants, slow reforming of the national economy, low level of public confidence in government policies [49].

Mukharovsky, M., Rudovskaya N., Glukhova O. believe that the integration of human resource management into the organization's overall strategy is its most important difference from the classical management of personnel (personnel). This difference consists in recognition of the economic virtue of capital investment, in which personnel costs are not classified as enterprise costs, but as important investments in human capital, which has long been recognized as one of the main factors affecting the size of the profit of organizations [31].

N. Sinitsyna notes that the quality system ISO 9001: 2009 is being introduced in the domestic authorities, the implementation of which is impossible without the active participation of all employees; therefore, strategic human resource management will help the implementation of this system [46].

### 3 Materials and Methods

The State Statistics Service of Ukraine data and the World Bank for various periods were used to study the leading indicators of the economic development of country. The following methods are used: the method of comparative analysis of the position of Ukraine in the "Doing Business" rating during 2016-2020; analysis of the regulatory framework for disclosing this issue, analysis of strategies and programs that are aimed at improving human resource management and the public administration system as a whole was carried out; abstract-logical method of analytical generalization and formulation of conclusions.

#### 4 Results

Public administration reform is one of the main reforms in countries with economies in transition, implementing comprehensive reforms in various areas of public policy. An effective public administration system is one of the main factors of the state's competitiveness and a prerequisite for European integration [40, 43, 44]. The Cabinet of Ministers of Ukraine's effective activity on the formation of state policy in various areas is possible if there is a professional, efficient, effective and accountable system of central executive bodies.

Reducing the administrative burden of state regulation, improving the quality of the provision of administrative services, and ensuring the legality and predictability of administrative actions improve the state's position in the world ratings of competitiveness [23, 25, 26, 27, 30]. In addition, an effective public administration system is one of the basic prerequisites for democratic governance based on the principles of the rule of law.

The current stage of public administration reform began with the entry into force in May 2015 of the Law of Ukraine "On Civil Service" dated December 10, 2015, № 889-VIII, as amended on January 15, 2021 [24]. Adoption in June 2016 of the first edition of the Strategy "Reforming the Public Administration of Ukraine for the Period up to 2021" № 474-2016-r dated June 24, 2016. With amendments dated February 25, 2020 [34]. And the signing of the "Financing Agreement between the Government of Ukraine and the European Commission" № 984\_002-16 dated December 19, 2016, as amended on November 18, 2019, to support the comprehensive public administration reform in Ukraine.

Besides, an additional agreement № 2 was concluded between the Government of Ukraine and the European Commission, acting on behalf of the European Union, on amendments to the Agreement on the financing of the program "Support for Comprehensive Public Administration Reform in Ukraine" (ENI / 2016 / 039-569) [38] №. 984\_011-19 dated 11/18/2019. This program is aimed at supporting Ukraine in the implementation of the comprehensive Strategy for Reforming Public Administration (from now on - RDU) for 2016-2021, covers the main horizontal functions of the management system under the Principles of Public Administration developed by OECD / SIGMA in close cooperation with the European Commission. The program will also support capacity-building in the area of public financial management (from now on - FFM), which is an integral part of the RDF and is covered by the interlinked Public Financial Management System Development Strategy, which is currently being revised and updated.

It should be noted that following the Law of Ukraine "On Amendments to the Law of Ukraine" On Civil Service "regarding the removal of age restrictions for work in the civil service" №. 1086-IX dated 16.12.2020. It is indicated that Temporarily, for a period of the action of the quarantine established by the Cabinet of Ministers of Ukraine in order to prevent the spread in Ukraine of the acute respiratory disease COVID-19 caused by the SARS-CoV-2 coronavirus, suspend the provisions of the Law of Ukraine "On Civil Service" (Vedomosti of the Verkhovna Rada of Ukraine, 2016, № 4, Article 43 with subsequent amendments) and the Law of Ukraine "On the central authorities" (Vedomosti of the Verkhovna Rada of Ukraine, 2011, № 38, Article 385 with subsequent amendments) in terms of holding competitions for civil service positions and appointment to positions civil service based on the results of the competition established by the Cabinet of Ministers of Ukraine to prevent the spread on the territory of Ukraine of the acute respiratory disease COVID-19 caused by the SARS-CoV-2 coronavirus, selection for civil service positions by the procedure established by the Cabinet of Ministers of Ukraine is not made. Appointment to civil service positions in such public authorities is carried out based on the results of a competition held per the provisions of the Law of Ukraine "On Civil Service" [39].

The program aims to support all the main areas of public administration reform, namely: formation and coordination, civil

service and human resource management, accountability of public administration, including improving its organization, the provision of administrative services, as well as procedures and management of public finances (covered by interrelated This will further strengthen the strategic framework for reforming public administration by strengthening the envisaged mechanism for monitoring, reporting and evaluating the implementation of strategies for reforming public administration and public financial management in Ukraine [38].

The EU's budgetary support is provided in the form of a transfer of funds to the national treasury account of Ukraine, and which should not have a designated purpose. The transfers made in euros and the transfer of these funds in hryvnia will be credited at the appropriate exchange rates following Article 6 of the Financing Agreement's Special Conditions.

An indicator of the effectiveness of public administration systems is the position of the state in international rankings. Overall, Ukraine is ranked 85 out of 141 countries on the 2019 Global Competitiveness Index of the World Economic Forum, compared to 83 on the 2018 Global Competitiveness Index. All post-Soviet countries outpaced Ukraine in the global competitiveness index, except for Moldova, which took 89th place [48].

It is worth considering the position of Ukraine in the Doing Business rating during 2016-2020 (Figure 1).

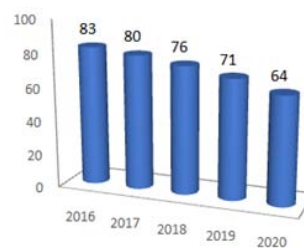


Figure 1 – Positions of Ukraine in the "Doing Business" rating during 2016-2020 [37]

We see that in the rating mentioned above, during 2016-2020, Ukraine is showing positive dynamics in improving its key indicators. In 2020, Ukraine took 64th place, which is 19 points better than in the same period in 2016.

In the World Bank Doing Business rating, Ukrainian positions are the best – in the overall rating in 2018, Ukraine ranks 71st, in the field of starting a business, Ukraine had risen from 70th place in 2015 to 56th place in 2018. Improving the position of Ukraine testifies to the success of the implementation of this Strategy. European standards of good administration are formulated in the SIGMA document "Principles of Public Administration", which contains a system of principles and criteria for assessing public administration (hereinafter referred to as the Principles of Public Administration) [48].

It is planned that progress in achieving results will be determined by such indicators (Table 1).

Table1: Indicators for determining the implementation of the Strategy [34]

Indicator	Base value	2019	2020	2021
The share of central executive who joined the first module HRMIS, percent.	0	25	50	75
The share of competitions held for civil service positions in the offices of ministries, in which the testing phase is carried out centrally on the basis of the assessment center formed by the NAPS, percent.	0	20	50	80
Proportion of available	1	50	75	90

vacancies for civil service positions, announcements of which are published on the website "career.gov.ua", percent.				
Proportion of category "A" civil servants who have worked in the civil service for at least one year and have completed at least one leadership training course for civil servants, percent.	0	25	50	75
The fixed part of wages in the total payroll body (of the salary fund and other mandatory payments), interest.	45	50	60	70
Proportion of managers of personnel management services who have successfully completed training on methods of evaluating performance, percentage.		25	50	75
The average number of participants in competitions for civil service positions, persons.	2	5	7	10

Public service is the foundation of public administration. The creation of a professional civil service is of paramount importance for a state in transition. Achievement of the goal defined by the Sustainable Development Strategy "Ukraine - 2020", approved by the Decree of the President of Ukraine dated January 12, 2015, № 5, cannot be achieved without professional, virtuous and moral civil servants. The principles on the basis of which the civil service is created are reflected in the Principles of Public Administration, namely:

- Affiliation, certainty and practical application of the scope of the public service;
- Certainty and practical application of the policy and legal framework for a professional and well-ordered civil service;
- Selection and appointment to civil service positions based on achievements and achievements and the same attitude towards candidates [50, 51, 52].
- Clear and understandable criteria for transfer to a lower position and termination of the civil service;
- Prevention of direct or indirect political influence on the top management positions of the civil service;
- A fair and transparent system of remuneration for civil servants based on job classification;
- Ensuring the professional development of civil servants, including regular training, fair performance appraisal, and mobility and career advancement based on objective, transparent criteria, and achievements;
- Implementation of measures to promote virtue, prevent corruption and ensure discipline in public service [34].

Gender gaps also characterize public administration in Ukraine. In the Cabinet of Ministers of Ukraine, the proportion of women is only 20 percent (as of 2018). Although women generally predominate among civil servants, their representation is declining markedly in senior management positions. Among civil servants in category "A" positions, women make up only 16.7% (as of 2016).

Among the state secretaries of ministries, the Cabinet of Ministers of Ukraine, and Deputy State Secretaries of the Cabinet of Ministers of Ukraine, the proportion of women is only 8.3 percent (as of 2018). Overall, Ukraine ranks 103rd out of 144 in terms of the ratio of women to men in parliament and in ministerial positions according to the 2017 Gender Gap Index (according to the World Economic Forum) [34].

The main constituent elements of the reform are:

- Further improvement of the legal and regulatory framework of the civil service and ensuring its effective implementation;
- Development and implementation of systems for the classification of positions in the civil service [11];

- Financial stability of reforming the system of remuneration of civil servants taking into account macroeconomic indicators;
- Strengthening the capacity of structural units for personnel management in ministries and other central executive bodies to develop modern human resource management with the coordination of Transfer activities;
- Creation of an integrated information system for human resource management in the civil service [53, 54];
- Reform of the vocational training system for civil servants, including in terms of proficiency in a foreign language, which is one of the official languages of the Council of Europe;
- Strengthening institutional capacity Transfer and HR services in the executive branch.

The main directions for the implementation of this strategy in terms of public service and human resource management are:

- Ensuring an increase in the efficiency and transparency of the civil service by automating processes, human resource management systems based on modern information and communication technologies [9, 13];
- Introduction and support of the selection system for civil service positions, based on the principles of public administration, transparent, in line with best practices and ensures the involvement of the most professional, competent, and motivated specialists [16];
- Introduction of a modern holistic, mobile and flexible system of professional training of civil servants with a developed infrastructure and proper resource provision, focused on the development of competencies and the need for the professional development of civil servants [32];
- Providing civil servants with appropriate working conditions, in particular, creating a competitive, transparent and understandable wage system [41];
- Formation of the organizational culture of the public service, based on achieving results, responsibility, innovation, and openness of communications [45].

The main goal is to build a professional, respectable, politically neutral, and citizen-oriented civil service.

## 5 Discussion

From the data analyzed above, it can be seen that Ukraine is improving its position in international rankings and basic indicators. Also, we believe that the main directions for the implementation of the Strategy, which aim to ensure the efficiency and transparency of the civil service, introduce a selection system for civil service positions, carry out professional training of candidates, ensure proper working conditions, and others will bring the system as a whole closer to the European one.

We agree with "Strategy public administration reform" [34] that the presence of gender gaps also characterizes public administration in Ukraine. In the Cabinet of Ministers of Ukraine, the proportion of women is only 20 percent (as of 2018). Although women generally predominate among civil servants, their representation is declining markedly in senior management positions.

The study helped to analyze the current state of the civil service reform process in the context of human resource management and identify the strengths and weaknesses of this issue.

## 6 Conclusion

The study shows that the human resource management system in Ukraine is at the stage of reform, and in particular, the latter is being brought to European standards.

On international ratings, Ukraine is improving its position, but still, some of them remain imperfect. As of today, a scenario has already been developed to modernize Ukrainian standards and

bring them to European standards, but still, there is some uncertainty and resistance.

The creation of an effective public administration system will help establish cooperation with international partners [12], improve indicators of socio-economic development [14], increase citizens' confidence in public authorities, and attract additional funding in the form of investment proceeds in Ukraine

This study will be relevant for scientists whose area of interest is to improve the efficiency of public administration and human resource management and bring the system to European standards. These studies can be used to develop a regulatory framework. These tools ensure the formation of a human resource management system in the field of public service in Ukraine in the context of its reform and modernization under European standards.

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#### Primary Paper Section: A

#### Secondary Paper Section: AE, AH