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ANALYSIS OF THE PROFESSIONAL ACTIVITY OF THE CIVIL SERVANTS OF THE FOREIGN COUNTRIES: ASPECTS OF PERSONNEL MANAGEMENT

Abstract. In the article analysis of the professional activity of the civil service of foreign countries, including the current state of the system of personnel management in public authorities are conducted. The basic principles of the system of management staff in the public service abroad. The foreign experience of public service personnel management, recruitment features to engage in civil service and personnel management processes in public authorities is explored.

Keywords: public servant, public authority, official, public service, professional work, competence, competence, qualification, availability, qualified specialist personnel management.

АНАЛІЗ ПРОФЕСІЙНОЇ ДІЯЛЬНОСТІ ДЕРЖАВНИХ СЛУЖБОВЦІВ ЗАРУБІЖНИХ КРАЇН: АСПЕКТИ УПРАВЛІННЯ ПЕРСОНАЛОМ

Анотація. У статті проаналізовано професійну діяльність державних службовців зарубіжних країн, зокрема сучасний стан системи управління

персоналом в органах публічної влади. Розглянуто основні принципи системи управління персоналом на державній службі зарубіжних країн. Досліджено зарубіжний досвід органів управління персоналом публічною службою, особливостей відбору кадрів для заняття посад державної служби та управління кадровими процесами в органах публічної влади.

Ключові слова: державний службовець, державний орган, посадова особа, публічна служба, професійна діяльність, компетенції, компетентність, кваліфікація, готовність, компетентний фахівець, управління персоналом.

АНАЛИЗ ПРОФЕССИОНАЛЬНОЙ ДЕЯТЕЛЬНОСТИ ГОСУДАРСТВЕННЫХ СЛУЖАЩИХ ЗАРУБЕЖНЫХ СТРАН: АСПЕКТЫ УПРАВЛЕНИЯ ПЕРСОНАЛОМ

Аннотация. В статье проанализирована профессиональная деятельность государственных служащих зарубежных стран, в частности, современное состояние системы управления персоналом в органах публичной власти. Рассмотрены основные принципы системы управления персоналом на государственной службе зарубежных стран. Исследован зарубежный опыт органов управления персоналом публичной службой, особенностей отбора кадров для занятия должностей государственной службы и управления кадровыми процессами в органах публичной власти.

Ключевые слова: государственный служащий, государственный орган, должностное лицо, публичная служба, профессиональная деятельность, компетенции, компетентность, квалификация, готовность, компетентный специалист, управление персоналом.

Target setting. Basis of effective skilled activity in the different countries of the world is presented by the self-weighted politics of management by human capitals. The analysis of modern tendencies of the skilled providing of government service of foreign countries determines actuality of forming of the effective system of selection of shots as an important condition of the skilled providing. Actual for today there is a task, to work effective technology of selection on employment of positions of government service, updating of vehicle of organs of state administration, technology of creation of effective skilled reserve and his functioning for providing of the state high-

professional shots. As during the last 25 under human capitals mostly understand labour resources, shots. Skilled politics in Ukraine for today yet not to a full degree answers modern requirements and calls. On the different levels of power the program of actions is yet absent in relation to development of personnel, and a skilled process is taken to realization of control after negative displays in-process with a personnel and as a result reasons of origin of conflicts. Also the question of the detailed study of foreign experience of improvement of skilled management remains actual in the system of public service through influence on the mechanisms of selection and placing of shots, their

professional preparation, adaptation and retraining, quarry development of public servants and evaluation of their activity. A question of adaptation of foreign experience of government service is to Ukrainian realities, to our opinion, not only actual but also by a necessity. Therefore, there is a necessity to analyse the basic going near a management by skilled processes in government bodies foreign countries to our opinion.

Analysis of recent publications on issues shows that the issues of staffing experience of foreign countries covered by such scientists in their works, such as: A. Averin, V. Averyanov, A. Antonov, M. Bilinskaya, I. Vasilenko, O. Vasiliev, K. Vashchenko, N. Goncharuk, S. Dubenko, T. Zhelyuk, N. Ivanov, M. Lahizha, G. Lelikov, N. Lipovskaya, V. Malinovskiy, O. Obolenskiy V. Oluyko, O. Parkhomenko-Kutsevil, T. Pakhomova, A. Rachinsky, S. Seregin, A. Soroko, V. Tymoshchuk, A. Shkolik, et al. Unresolved before common problems, in our opinion, are developments of proposals for the selection of personnel for civil service employment positions in Ukraine, taking into account adapting foreign experience to the Ukrainian realities.

The purpose of the article is research of foreign experience in relation to the features of selection of shots for employment of positions on government service and management by skilled processes in public government of foreign countries bodies.

The statement of basic materials. The main problem of the existing state control of public service personnel is that there is a significant difference between the global challenges of mo-

dern society that need to be urgently addressed to employees, and outdated methods of working with such personnel. The basis of modern human resources management concepts make up the growing role of serving the person of his knowledge *motivatsyonyh* plants, their ability to shape and guide, in accordance with the tasks set for the organization. Human resource management in this situation acquires particular importance, it allows you to compile and implement a range of issues of human adaptation to environmental conditions, taking into account the personal factor in the construction of human resource management system [1].

At any level of control is almost always there is a need for personnel who are able to generate new ideas, to think about the welfare of people and countries. So, in the civil service have developed certain requirements of the personnel policy, we present some of them: 1) the selection of personnel for professional, business and moral qualities; 2) the legality in personnel work; 3) hiring of candidates to occupy positions of public service in accordance with their training and skills; 4) updating and staff development; 5) the control and accountability of staff. Key positions in the human resources management system is the development of personnel, which directly determines the development of the organization (institutions, agencies), and social and labor relations in it.

In our opinion, there are three main factors of development of staff, in particular: the hierarchical structure of the organization, where the primary means of influence — the ratio of

power — subordination, the pressure on the person by coercion. The next factor — the culture — that is, shared values, social norms, the installation behavior, which are produced in the community and regulate the actions of the individual, encourage the individual to behave a certain way without apparent coercion. The last factor — the market of labor, as a grid of equal relations of all stakeholders. It is this factor should be the key in the personnel management system of public service of Ukraine.

Analysis of the literature on the formation of public service personnel management system gives grounds to state that at the global level, there is no common system of organization of facilities, which are responsible for the public service. Different countries have different ways to organize a public service, and therefore the structure of the organization of the public service in different countries is different. In order to simplify the system information of the public service personnel of the system controls is shown in Table [2].

Personnel Management The public service	Countries	The reasons for this type of submission
Ministry of Finance	Australia, Denmark, Portugal, Finland, Ireland, Sweden, Switzerland, Cyprus	Unlike private sector employees, the work of civil servants paid from the state budget, at the expense of funds received from taxpayers
Department of the Interior	Belgium, Germany, the Netherlands, Hungary, Lithuania, Slovenia	This approach exists mainly federal states, as well as in countries with decentralized authority and wide powers of local government
Prime-Minister	Great Britain, Italy, Canada, Switzerland, Japan, the Islamic Republic of Iran, Poland, Czech Republic	Management, which involved government officials, are an instrument of the power functions of government, where control is funded by the Government Chairman
Office (ministry) for Public Service and Public Administration	Greece, Spain, Turkey, France, Bulgaria, Slovakia	In some countries the management of the public service performed by the appropriate ministry (department)
Public service management is the responsibility of more independent ministries, councils, commissions	Norway, Australia, Luxembourg, China, New Zealand, USA, Yugoslavia, Estonia, Latvia, Romania	In some countries, the Ministry, which is responsible for managing public service, enjoys a greater degree of independence, while it also includes other industries (Ministry of Sport in Australia, the Ministry of Labour and Government Administration in Norway, the Ministry of Labor, Social Solidarity and Family in Romania and so on. d.)

Thus, according to the results of public service personnel management conducted analysis gives us reason to believe that the French system is a system of public service career. In the center of the system promotion is the principle difference between the rank and type of work. Rank is almost “personal property” employee. Public servants can not be fired (if not found misconduct or low level of their work). Rank gives public servants opportunity to engage with the work, which corresponds to the level of his qualification to the appropriate rank. For the development of professionalism in the public service, predusmatrenno development of mobility among public servants. To compare items between different tasks (in different types of work), and to organize a real career growth based on the capitalization of various professional experience enriched his mobility, and constant study, you need to create a system of relationships. This is what in France is called the “grid” of qualifications and awards.

The French system is sometimes criticized for rigidity and solidity, because too much emphasis on work experience for infrequent promotions, for slight flexibility. But the reality shows that the French civil service inherent wonderful ability to adapt; and that when their careers are taken to the attention of merit and quality execution of tasks. In France, the system of bodies is constructed so that the civil service management system, performs its function each. Parliament approves the overall situation of the public service and determines the procedure for the creation of budgetary positions. The Council of State determines which jobs

fall within the scope of powers of the president and the government, which categories of officials may be assigned to other bodies. President approves the decrees of the Public Service, carries out the appointment of senior officials: Government advisers, chief consultant of the Accounting Chamber, the prefects, ambassadors, heads of academies, etc. The Prime Minister, in accordance with constitutional rules, is directly responsible for all the work the civil service. Within the framework of the constitutional powers he prepares and issues regulations, special provisions for the public service for individual ministries, coordinates the activities of ministries in the interests of public service, it is involved in the appointment of senior officials. By decision of the President and the Prime Minister holds the appointment of all managerial personnel of ministries (to department heads) [3].

Directorate-General (General Administration), the public service is the main body responsible for the management of the public service. This is a rather small control (less than 200 civil servants), the main tasks of which are the creation and support of the legal principles of public service, management salaries of civil servants, pensions, as well as development in the area of human resources management policy (a special responsibility — for Senior Civil Servants), reception, education, social dialogue, social communications. But it is a fact that the Directorate-General (General Administration), the public service does not operate by the civil servants. Departments (control) human resources ministries, local authorities and public hospitals are re-

sponsible for the daily management of its staff [4].

Directorate-General (General Administration), the public service belongs to the ministry in charge of public service. Until 2007, the Ministry of Civil Service has been closely associated with the office of the Prime Minister (in France, in accordance with the Constitution, the Prime Minister is the head of the civil service, at least the state civil service). Since 2007, the Ministry of Civil Service has become a part of the Ministry budget and public finances, taking into account the high costs of the public service of the State budget (44,4 % of the state budget is spent on public service, 6,1 % of GDP) [5].

At the regional level management of the public service performed prefects. The prefect and his subordinate prefectures service perform two functions: a representative of the central government and coordination of staff services in the region. Prefect has the right to hire employees of medium and lower level. At the level of local self-governing bodies as are municipal councils and mayors. They close the management of the public service on a national scale. In addition, the management staff of civil servants at regional and local level, capacity management in the form of public territorial institutions. These controls are combined into a national center that provides personnel management only senior. For France, are characteristic features of self-government in the activities of the public service administration, which allows for active participation of trade union activists and ordinary employees. To this end, set up a network of semi, semi-public bodies, such as the Gene-

ral Council, Regional Council, a joint management committee for the coordination of acts adopted regarding the interests of the public service of public servants, the discussion of alternative projects regarding the public service and the like.

In other countries it has about the same scheme of the public service division into a number of levels, although each country has its own specifics. In most countries, there are specialized public service authorities. Every state tries to find the most appropriate for her system of organization and functioning of the civil service, which generally will meet leading scientific views on this issue, taking into account national traditions and culture of the population.

In Germany, public service management functions are subordinate to the Federal Ministry of the Interior. The functions of the departments of the Federal Ministry of the Interior assigned general issues: the basis of public service, national and international law in the public service; financial, tariff and pravobespecheniya right, and the issue of modernization of management and organization of public administration (organization and modernization of the public administration, reduce bureaucracy, deregulation, prevention of corruption, international cooperation) [6].

Administrative Spain's system is organized on the principle of so-called career or a closed system, the main feature of which is the recruitment to the public authorities (announcement of tenders and administrative processes) to separate the position of the base layer, within which possible career in-

crease (the processes of promotion) and wage increases. The law provides for the minimum conditions of access to work in the administration of the system, in addition to depending on the level of work is taken into account educational level (Master/Specialist, Bachelor, and the like) [7].

This kind of public service system is very hierarchical and is based on a system of careers available within the official body in accordance with a degree on the level of educational attainment in the process of recruitment to the administration. However, the Spanish administrative system, which is largely based on the French system of public service, has been modified as a result of reforms, 1997–1999 in connection with the termination of the use of elements borrowed from the Anglo-Saxon system. The main changes that have been introduced, are as follows: significant changes in the human resources management system. Because of this increased capacity for a more flexible personnel policy. Earlier issues of promotion of civil servants were solved by special bodies and personnel policy in general was regulated at the level of legislation (administrative law). Moreover, any action taken by the Chairman of the units could be appealed in court. Thus, the heads of departments were deprived of real levers of influence on subordinates.

A new personnel management system provides that the heads of civil service departments (for example, heads of departments, offices) can act as a top-managers of the private sector. With them from any liability and restrictions, certain administrative law, however, they are personally re-

sponsible for personnel policy. The introduction of public service principles of private sector activity has made it possible to introduce new forms of work organization in the public service, including: fixed-term contracts, internships, temporary work contracts, etc. [8]: 1) administrations have the right to make transfers of employees and reduction in accordance with the requirements of private law; 2) introducing an innovative approach to the classification of public office, in particular, this approach makes it possible to select and appoint the staff of the individual worker to a specific position in accordance with the abilities and skills of the employee. However, quite difficult to combine such a system with a system of government, which appoints some of the key persons responsible positions without regard to skills; 3) create opportunities to enter other types of professional relationships in the administrative agencies, which differ from the classical official career, in particular the introduction of so-called positions of temporary and permanent workers; 4) changes in the system of payment of labor and Incorporation in the determination of the salary level of responsibility and professional experience and skills.

All the above mentioned features are also available today in the governance model in Spain. It can be argued that the system of state management in Spain is regarded as a kind of model that combines the features of a closed Anglo-Saxon and French open governance model.

The author analyzed the modern institutions in Latvia. It should also be noted that since 1995, the public ser-

vice institution Administration is responsible for the formation of the civil service policy. This institution was abolished at the end of 2008 as a result of staff reductions. Administration of public service functions decreased significantly in late 2002, and the administration has functioned exclusively as a controlling body. Since 2003, responsible for the civil service and personnel policy has been put in the State Chancellery and the responsibility for the policy of wages in the public sector was divided between the State Chancellery and the Ministry of Finance [9].

Functions of the State Chancellery in the civil service management: a) Development of human resources policy in the public sector, including the public service; b) development of legislation in the sphere of public service and branch of the public sector workers; c) job classification, annual performance appraisal, training of civil servants and employees at the central level; g) development of the procedure of passage of study; d) approval of the classification of jobs in central government institutions; e) approval of the provisions on competition of public servants; h) coordination of departments of human resources management of the Ministries and other bodies of the central administration; g) provide advice on employment and public service.

Management function by human capitals that is busy in a public sector, executed by Department of coordination politicians of the State office, that are accountable for the general public policy of administration. Presently there are 12 civil servants that work in this subdivision, but they carry out other duties fixed on Department [10].

In the US Office of Personnel Management polozhenno task to ensure the centralization and coordination of personnel work in the apparatus of administrative governance. The competence of the Bureau by: the appointment of employees to positions and promotions; evaluation of their work; training; rewards and punishments; development of recommendations on improvement of personnel work. Regarding the Council on the protection of merit system, it should be noted that the powers attributed to it to ensure compliance with the laws on civil service in terms of acceptance, release and service in accordance with the principles of "merit system".

At this time, the basic principles formulated nine merit system, which legislatively regulated: 1) the recruitment of employees from all segments of society with the selection and promotion on the basis of abilities, knowledge and skills, while ensuring the implementation of competition fair and open; 2) fair and impartial attitude in the implementation of human resource management (independent of political ideas, race, color, religion, national origin, sex, marital status, age and disability), with appropriate respect for the privacy of personal life and constitutional rights; 3) the smooth operation of payment level values based on both national and local level workers pay the private sector in view of rewards and recognition flawless performance; 4) high standards of fair conduct and concern for the public interest; 5) efficient and effective use of the federal workforce; 6) preservation of professional employees, training employees who perform poorly, the dismissal of

employees who can not and do not wish to provide certain standards of work; 7) improving the work environment through effective learning and training; 8) the protection of employees from unreasonable action, personal favoritism or political coercion; 9) the protection of employees from the legal penalties for disclosure of information. The penalty can not be applied to an employee who has filed an “alarm signal” [11].

Organization of the civil service in Poland has its own characteristics. Civil service management system consists of the Head of the State Service, General Office of the Director, the Board of the State Service, the Department of Public Administration (Office of the Prime Minister) [12].

The head of the State Service — the central organ of government administration competent in matters of public service. The head of the State Service is directly subordinate to the Prime Minister, who appoints and dismisses him. The Prime Minister appoints the heads of the public service among civil servants, after hearing the Council of Civil Service position. The head of the State Service to fulfill its tasks with the assistance of the Directors-General [13].

The duties of the Head of the State Service includes: 1) ensuring compliance with legislation on public service; 2) Department of Civil Service personnel management process 3) collection of civil service personnel data; 4) preparation of draft regulations relating to the civil service; 5) the control and supervision over the use of resources; 6) planning, organization and control of the process of training of civil ser-

vants; 7) disseminate information on public service; 8) providing conditions for the dissemination of information on vacancies; 9) provision of international cooperation on matters relating to the civil service; 10) the establishment and implementation of the project of human resource management strategies of public service; 11) establishment of human resource management standards in the public service and the basic principles concerning the observance of the civil service law and the ethical principles of public service [14].

General Director there in the office of the Prime Minister, in the Minister's office, in the office of chairman of the committee, which is part of the Council of Ministers, in the office of the central body of the government administration in the province. The Director-General reports directly to the head office. The Director-General carries out the actions provided for in labor legislation with respect to those who work in the office, and implements human resource management policies. It provides operation and heredity in office work, the conditions of its functioning, as well as the organization of work. The Council of State Service consists of 15 members and is an advisory body to the Prime-Minister. The Council shall decide the following issues: 1) the development of civil service, which are given by the Prime Minister, the Head of the State Service, or on its own initiative; 2) the public service project of the human resources management strategy; 3) a draft law on the budget and the annual implementation of the budget in respect of the public service; 4) the issue of increasing expenditure from the state budget for the public service;

5) draft regulations on the procedure of the civil service; 6) training program for civil servants; 7) professional ethics Civil Service; 8) proposals for candidates for the post of the Head of the State Service in accordance with the requirements established by current legislation; 9) draft code of rules and regulations that govern the activities of the Commission on matters of discipline in the public service; and) reports of the Head of the State Service [15].

Department of Public Administration (Office of the Prime Minister) performs tasks that are the responsibility of the Head of the State Service. We offer to analyze the organization of the civil service in China in detail, because there is traditionally recognized as the sole criterion of truth – “the effectiveness of your actions in the struggle for power and resources [16].

The basic document in the civil service in China is the “Provisional Regulations on civil servants”, the introduction of the State Council Decree number 125 of August 14, 1993. In November of the same year, the State Council promulgated the Directive № 78 “On the rules of civil servants system input”. Based on government regulations relevant decisions were also taken of the organizational department of the Central Committee of the CPC (the introduction of the system gosudartvennyh employees in party organs and apparatuses NPKRK) and the Ministry of Personnel of China.

Ministry of Personnel of China is a structural subdivision of the State Council of China and is responsible for personnel policy and implementation reform of the personnel system in the country. The main functions of the

Ministry are: 1) provide general management professional and technical personnel in the country; 2) promote the development of professional and technical personnel, civil servants and managerial personnel in enterprises [17].

Ministry of Personnel of China consists of the following functional units: General Administration; Policy and Legislation Department; Department of Planning and Finance; Department management professional and technical personnel; Department of Development and rotation; Department of compensations, incentives and exemptions; Department of demobilization and staffing officers; Department of international exchanges and cooperation. Ministry of Personnel of China is responsible for the implementation of human resources management reform and human resource development in the country. The Department includes the study of the function and development of training plans and programs for the reform of the personnel system in the governmental and administrative bodies, public institutions and public enterprises; policy development, legislative framework and personnel management rules, monitor their implementation; forecasting, planning, development, education, distribution, and management of human resources [18].

Ministry of Personnel of China is responsible for the development and implementation of plans legalized in personnel management system; drafting laws, rules and regulations in the field of personnel management; monitoring and inspection of the implementation of legislation and regulations in the area of personnel policy; overall coordination of the functioning of the legal

system of staffing. In the area of human resources planning of Ministry of Personnel of China is responsible for the development of national programs at the macro level with respect to structural adjustment and the distribution of compensation for workers who work in government administrative bodies and public institutions; for the preparation of plans for the rotation of personnel for governmental administrative agencies and public institutions; overall control of the full payment of compensation to employees of state bodies and public institutions; implementation of statistical work and analysis with respect to staffing and compensation payments to employees of state bodies and public institutions [19].

Ministry of Personnel of China is responsible for the management of professional and technical personnel in the country. In the sphere of competence of the Ministry include the planning and preparation of highly qualified personnel; the selection and the further promotion of the most promising professionals young and middle-aged; determination among them those who will receive specialized assistance to the government; management quality improvement in higher academic education; employment of staff who returned to the country after completing their studies abroad; vocational retraining staff. The Ministry is exploring and developing a regulatory framework concerning the employment of persons from the professional and technical staff of the Chinese in institutions abroad. The Ministry is also considering the issue of improving the training system for vocational and technical staffing; improving the sys-

tem of examinations and assessments of qualification training professional and technical personnel, the overall coordination of the system qualification standards of different categories of professional and technical staff of the [20].

Ministry of Personnel of China is also developing a shared vision of reforming the personnel system of public institutions; the formation of policy and the creation of a regulatory framework in the field of recruitment, performance evaluation, appointment and move through the position, release, training, awards, retirement, disciplinary and incentives with respect to vocational and technical staff of government agencies, employees and managers of public institutions. The Ministry is also developing a system of standards for the leadership of the government administration and public organizations, as well as organize implementation of these standards.

Ministry of Personnel of China is the body that is responsible for planning and prognosis of human resources development, focusing on the more talented personnel. The Ministry is also involved in the process of reforming the system of employment of graduates of higher educational institutions and the transfer of this process to market principles.

Ministry of Personnel of China is responsible for the coordination and the aspiration of the international exchange and cooperation in the sector of personnel and human resource development. The Ministry is responsible for the implementation of international projects in the field of human resource management, and selection of co-operation and the direction of Chinese personnel in

international organizations. The Ministry coordinates and arranges overseas training of civil servants, professional and technical personnel abroad. The Ministry is the national focal point for issues of human rights in cooperation with international organizations and multilateral co-operation [21].

Conclusions. Thus, the following can be concluded that the study of foreign experience, allows you to use some progressive elements for the development of public service in Ukraine. Further implementation of the best ideas of international experience is an important part of the formation of a professional, devoted to his corps of civil servants in Ukraine. As the international experience, the establishment of public administration their own individual operating structures that perform the functions of personnel issues, improves the efficiency of the pre-selection for the class of civil service positions and the personnel management system in the public service as a whole.

On the basis of the conclusions we can draw conclusions that Ukraine needs a new approach to the organization of public service, the selection of civil servants, increasing their level of security. For Ukraine, the change in the human approach to work in the public sector is a prerequisite for the effectiveness of the administrative reform. This means restructuring the principles of personnel policy, vocational qualifications and standards formed relationships in the public service in accordance with the real-life orientations of civil servants. At the same time, this process has two aspects: on the one hand, the need to set high standards for those who wish to take up the post of

civil servant, and from the other — the appropriate level of material, financial and logistical support. This two-sidedness of this process will lead to a successful reform in Ukraine.

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