

Ministry of Education and Science of Ukraine  
**ODESSA NATIONAL ACADEMY OF  
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International Competition of  
Student Scientific Works

**BLACK SEA  
SCIENCE 2020  
PROCEEDINGS**



**ODESSA, ONAFT 2020**

Ministry of Education and Science of Ukraine  
Odessa National Academy of Food Technologies

International Competition of Student Scientific Works

# **BLACK SEA SCIENCE 2020**

**Proceedings**

Odessa, ONAFT 2020

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## **2. ECONOMICS AND** **ADMINISTRATION**

## FORMATION OF PERSONNEL POLICY OF THE CIVIL SERVICE SYSTEM

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**Abstract.** *The main problems of personnel policy formation of the Ukrainian civil service system are analyzed in the work, on the example of the Southern office of the State Audit Office. The scientific approaches to understanding the essence of the state personnel policy are covered. The goals, principles and purpose of the state personnel policy are substantiated. The paper points out that the formation of an effective personnel policy is a rather complicated and contradictory process, since there are many problems that need effective solutions.*

*The need to apply innovations in the practice of personnel management is substantiated. The essence of the concept of "personnel innovation" is revealed, factors of innovation potential are determined.*

*It has been proved that public service in a democratic society should be an institution open to public scrutiny, since openness of the public service will promote its authority and prestige, without which it is impossible to attract the most worthy young people to the service. Prospects for further scientific research have been identified.*

**Keywords:** *personnel management, personnel policy, innovative methods, human resources, public service.*

### Introduction

The realization of the building task Ukraine as a sovereign and independent, democratic, social, rule of law, the completion of administrative and judicial reforms is impossible without the formation of a civil servants body that would meet the modern requirements stipulated as a new role of the state in relation to society, and the purpose of effectively performing civil servants' functions. It is emphasized that: "The success of radical socio-economic and political transformations in Ukraine depends first and foremost on the effective work of executive bodies of all levels. Equipping them with highly qualified personnel capable of ensuring the economic and social development of the state has become of paramount importance "[7].

The relevance of the research topic is also determined by the acute shortage of highly qualified moral staff training, which is related to the crisis of human resources of the civil service in Ukraine and the lack of the its formation mechanism development. The problem of the civil servants orientation to the needs of society and the human being remains urgent, where the beginning of the new outlook formation of the civil service personnel should become their awareness of their main role, which is to provide services to the population.

### Analytical review of the literature

The issue of personnel support of the executive authorities is a subject of constant attention of national and foreign managers and scientists. The necessity of system personnel policy formation, significant changes in the selection and placement

of personnel is analyzed in the works of famous Ukrainian scientists: V. Averyanov, O. Voronko, S. Dubenko, Y. Zhovnyrchyk, V. Knyazev, G. Lelikov, V. Lugovoi, V.Ya. Malinowski, N. Nizhnik, V. Oluyko, P. Pavlenchuk, S. Seryogin, Graham Martin and Susan Hetrick, who in their work "Strategic Approach to Human Resource Management" characterized the principles of human resources formation.

However, despite the wide range of research on personnel issues, the issues of personnel policy formation in the context of ongoing systemic reforms in Ukraine are not sufficiently covered and therefore need further study.

The purpose of the study is to highlight the peculiarities of the current state of the state personnel policy and to find new approaches in the field of improving the mechanisms of recruitment of the civil service of Ukraine.

### **Object, subject and methods of research**

The object of the research is the processes and mechanisms of forming the personnel policy of the civil service system.

The subject of the research is theoretical and practical aspects, principles and methods of forming the personnel policy of the civil service system.

In order to solve these problems, the following research methods were used:

- systematic - for the study of external and internal processes of formation of personnel policy of the civil service;
- systematization - to analyze the essence of the concept of "personnel policy";
- observation - to identify the real state of personnel policy in public services;
- comparison - to identify shortcomings of personnel policy in state bodies and to develop directions for its improvement.

### **Results of work**

Exploring the current problems in the formation of personnel policy of the civil service system of Ukraine, it should be noted that among scholars there is no single approach to the interpretation and definition of the concept of state personnel policy. In particular, in the Encyclopedia of Public Administration, state personnel policy is defined as a purposeful, long-term strategic activity of the state aimed at the formation, preservation, strengthening, development and rational use of human, labor, human resources of the country, determination for achieving this goal long-term goals, - economic and political tasks, specific measures for ideological, programmatic and resource support of the main prerequisites for economic realization [1.]. According to V. Malinovsky, state personnel policy is a state policy in the sphere of public service, the main purpose of which is the improvement of human resources, the creation of a capable state apparatus capable of efficiently fulfilling the tasks and functions of the Ukrainian state through the honest fulfillment of the civil servants assigned to them by public servants powers [2, p. 165].

According to Oluyk V., state personnel policy is a system of organizational, legal and other measures authorized by the state entities to form personnel support for state bodies, state-owned enterprises, institutions and organizations that ensure the performance of state functions [3, p. 20]. We share the scientific position of Zhovnyrchik Y. that the personnel policy as a social phenomenon, having a multilevel structure, is much wider in content than the state personnel policy, in which the state, which cannot solely decide, acts of all personnel problems [4, p. 103]. An important document

defining the purpose, goals and priority tasks to be pursued by the modern state personnel policy is the “Strategy of the state personnel policy for 2012-2020” [5].

Strategic goals for the implementation of the state personnel policy are [5]: development of mechanisms for attracting highly qualified specialists, successful entrepreneurs, employees of financial and economic sphere, capable graduates of higher educational institutions to work in the public administration; the renewal of recruitment technologies for management positions with a number of employees with experience in lower-level positions in the relevant field of activity; formation of effective personnel reserve for management positions in the spheres of public administration; strengthening the requirements for the moral qualities of persons involved in management activities in order to avoid possible manifestations of corruption, to prevent conflicts of interest, to improve the procedure of disciplinary proceedings; introduction of modern technologies of personnel management for successful solution of production and management problems in the public sector of economy; training and professional development of senior civil service executives capable of ensuring the effectiveness of public policy in public administration and leadership in administrative and economic reform.

Establishing an effective staffing policy in Ukraine requires solving a significant set of problems that are listed in Table 1.

Table 1

**Problematic complex of personnel policy [6]**

Name of the problem	Characteristic	Ways to solve
Conceptual	Obsolescence of the personnel concept in terms of understanding of the personnel system, personnel processes, the role of the state, compliance with the post-industrial information society with a market economy	Establishment of monitoring and systematic research of personnel processes, creation of sectoral and leading research institutes, formation of national expert co-operative societies
Legal	Lack of a comprehensive legal framework for the human resources of society and the state	Formation of a holistic system of legal regulation of the personnel system, personnel work and personnel policy
Institutional	Lack or underdevelopment of institutions and organizations of personnel work, personnel system and personnel policy	Formation of relevant institutions and organizations, enhancing their institutional capacity, ensuring their dynamic development
Financial	Insufficient material and financial support for human resources, management, policy	Priority funding for HR, management and policy
Technological	Absence or outdated personnel technologies	Formation of a portfolio of personnel technologies
Personnel	Absence or obsolescence of personnel engaged in personnel work, personnel management, personnel policy	Establishment of training and retraining of the personnel engaged in personnel on each

When raising the issues of requirements for the staff of public administration, the above-mentioned conceptual line "state" - "public service" - "specialist" should be taken into account, as well as the influence of the essence and substantive

characteristics of each of these concepts on the final result - elaboration scientifically substantiated requirements for the staff of public administration bodies, which by their purpose should facilitate the filling of the organizational structures of the public administration system by the profession and qualification of personnel, with involving formation of their motivation to effective labor organization of their effective use, professional and social development, achieving sustainable degree of staff mobility as well as their social security, taking into account the democratic foundations of building our country and the provision of priority rights, freedoms and lawful interests of individuals.

We conducted research on the personnel policy formation problem of the civil service system in Ukraine, on the example of the Southern office of the State Audit Office. The bodies of the State Audit Service of Ukraine exercise independent public financial control on behalf of the Government. The bodies of the State Audit Service of Ukraine include the State Audit Office and its interregional territorial bodies: North, Northeast, South, Western, Eastern offices of the State Audit Service.

The State Audit Office is the central body of executive power, whose activity is directed and coordinated by the Cabinet of Ministers of Ukraine and which ensures the formation and implementation of state policy in the sphere of state financial control. The State Audit Office and its interregional territorial bodies are legal entities of public law, have seals with the image of the State Emblem of Ukraine and their name, their own forms, accounts in the institutions of the State Treasury Service of Ukraine.

The legal acts that regulate the activity of the State Audit Office are the Budget Code of Ukraine, the Law of Ukraine “On the Fundamental Principles of State Financial Control in Ukraine”, the Cabinet of Ministers of Ukraine “On Approval of the Regulation on the State Audit Service of Ukraine” and others.

According to the tasks assigned to it, the Southern Office of the State Audit Office:

1) generalizes the practice of applying the legislation on issues within its competence, develops proposals for improvement of legislative acts, acts of the President of Ukraine and the Cabinet of Ministers of Ukraine, regulatory legal acts of ministries and submits them to the Cabinet of Ministers of Ukraine in due course;

2) exercise control in: ministries, other executive bodies, state funds, compulsory state social insurance funds, budgetary institutions, public sector entities, as well as enterprises, institutions and organizations that receive funds from budgets all levels, state funds and compulsory state social security funds, or use state or communal property;

3) realizes the state financial control through the implementation of: the state financial audit; public procurement audits; inspection; procurement monitoring; control over the state of internal audit;

4) exercise control over: the purposeful, efficient use and conservation of public financial resources, fixed assets and other assets; achieving budget savings and efficiency in the activities of budget spending units; purposeful use and timely repayment of state guarantees credits; the reliability of determining the need for budgetary funds when drawing up the planned budget indicators and the appropriateness of budgetary commitments made by budget spending units to the

corresponding budgetary appropriations, the passports of the budget program; compliance with the long-term commitments of the energy service, approved in accordance with the established procedure, to the conditions of the purchase of the energy service; adherence to legislation at all stages of the budget process regarding state and local budgets;

5) conducts the assessment of management of budget funds, achievement of their economy, state of financial and economic activity, efficiency and effectiveness in the activity of controlled institutions;

6) assesses the reliability of the financial statements of the supervised entities.

For the purpose of an in-depth study of the motivational aspects in the activities of the staff, the importance of the factors motivating labor behavior was evaluated. Ranking of the proposed motivating factors by importance for the different categories of respondents is presented in Table. 2.

Table 2

**The importance of motivating factors**

Top-level executives	Middle-level executives	Lower level executives
1. The amount of earnings	1. Wage saving guarantee	1. The amount of earnings
2. Decision-making autonomy	2. The amount of earnings	2. Guarantee of salaries
3. The success and prosperity of the organization	3. The success and prosperity of the organization	3. Good relationships with colleagues and management
4. Respect, authority, prestige, recognition of merit	4. Good relationships with colleagues and management	4. The success and prosperity of the organization
5. Guarantee of salaries	5. Independence in decision making	5. Respect, authority, prestige, recognition of merit
6. Good relationships with colleagues and management	6. Respect, authority, prestige, recognition of merit	6. Independence in decision making
7. Justice of remuneration	7. Consideration of thought in decision making	7. Opportunity to show creativity
8. Increasing competence	8. Justice of remuneration	8. Justice of remuneration
9. Workplace comfort	9. Consideration of thought in decision making	9. Increasing competence
10. Opportunity to show creativity	10. Awareness of the state of affairs	10. Possibility of promotion
11. Consideration of thought in decision making	11. Opportunity to show creativity	11. Increasing competence
12. Awareness of the state of affairs	12. Workplace comfort	12. Workplace comfort
13. Possibility of promotion	13. Possibility of promotion	13. Awareness of the state of affairs

Own research

As can be seen from the table. 2, the first place among the motivating factors is the size of wages and the guarantee of its preservation.

Measures that, in the opinion of employees, can positively influence the work performed, are presented in Fig. 1.

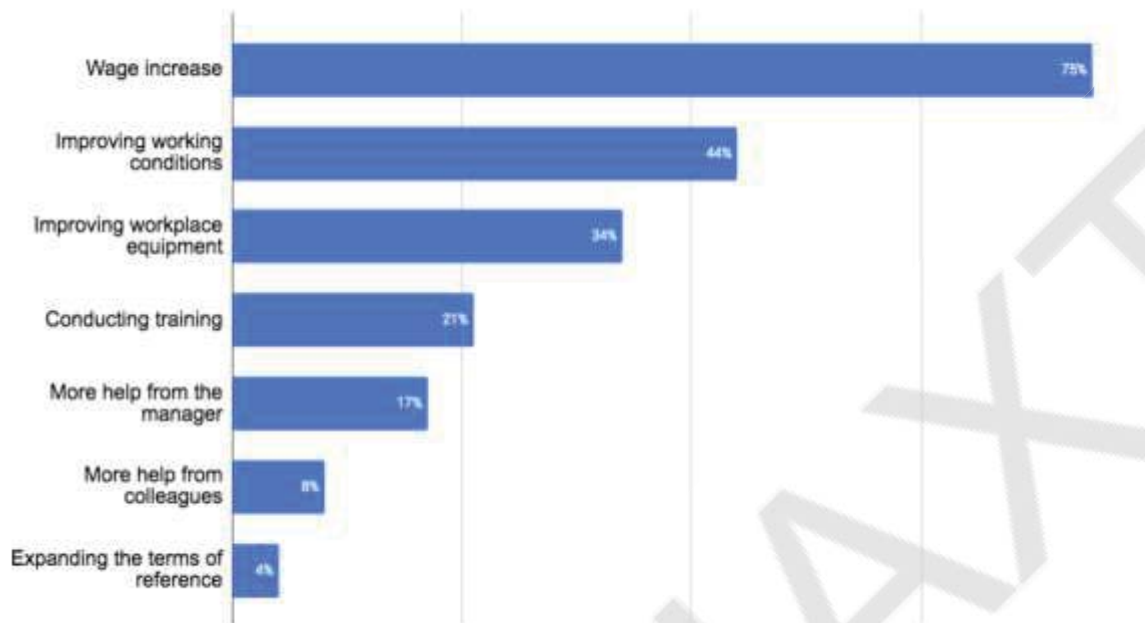


Fig. 1. Measures that can have a positive impact on the work being done  
Own research

In the opinion of the majority of respondents, the quality of work performed can be positively influenced, first of all, by raising wages, improving working conditions and equipping workplaces, as well as training.

According to the respondents, the most significant factor that could induce an employee to change their place of work is higher wages, as well as factors such as more interesting work, more comfortable working conditions and broader career opportunities.

Satisfaction with the organization of the workplace was evaluated by such parameters as the space around the workplace, the location of the workplace, light, noise, air. Assessment of employee satisfaction with the content of work and development opportunities was carried out on such important parameters as: position at the enterprise; system of distribution of powers; system of distribution of responsibilities; career opportunities; the possibility of advanced training; degree of participation in social processes in the enterprise.

Most respondents consider their position in the company relatively stable at this time. However, they have no confidence in tomorrow. This is mainly due to frequent structural changes and number optimization processes. This creates uncertainty in tomorrow, increases the level of anxiety in the team, which, in turn, can negatively affect productivity.

The system of distribution of powers at the enterprises, the assessment of which is presented in Fig. 2, employees do not consider it correct, noting that the current system slows down operational activities, difficulties in decision making, and the management of enterprises should be given more authority to subordinate employees, especially in situations where much depends on the speed of decision making. But at the same time, responsibility for the work being done should also be increased.

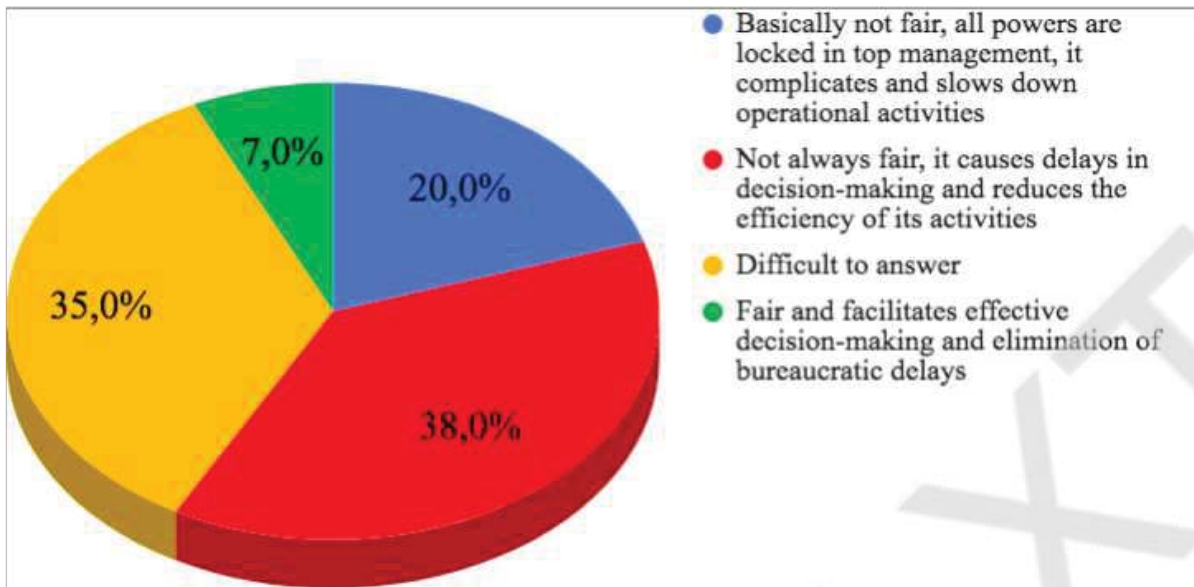


Fig. 2. Evaluation of the system of distribution of powers at the enterprise  
Own research

And although the limits of liability, according to the data presented in Fig. 2, at the enterprises defined by clear regulatory documents, most employees consider these boundaries not quite fair and transparent.

As a recommendation, it may be suggested that unit managers pay attention to the clarity and unambiguity of the positions of job descriptions of employees who distribute both the rights and responsibilities of employees. Items such as 'Perform other job-related supervisor assignments' can not only be widely interpreted by both supervisors and subordinates, but may also blur the boundaries of everyone's responsibility. The system of career advancement, which is presented in fig. 3.

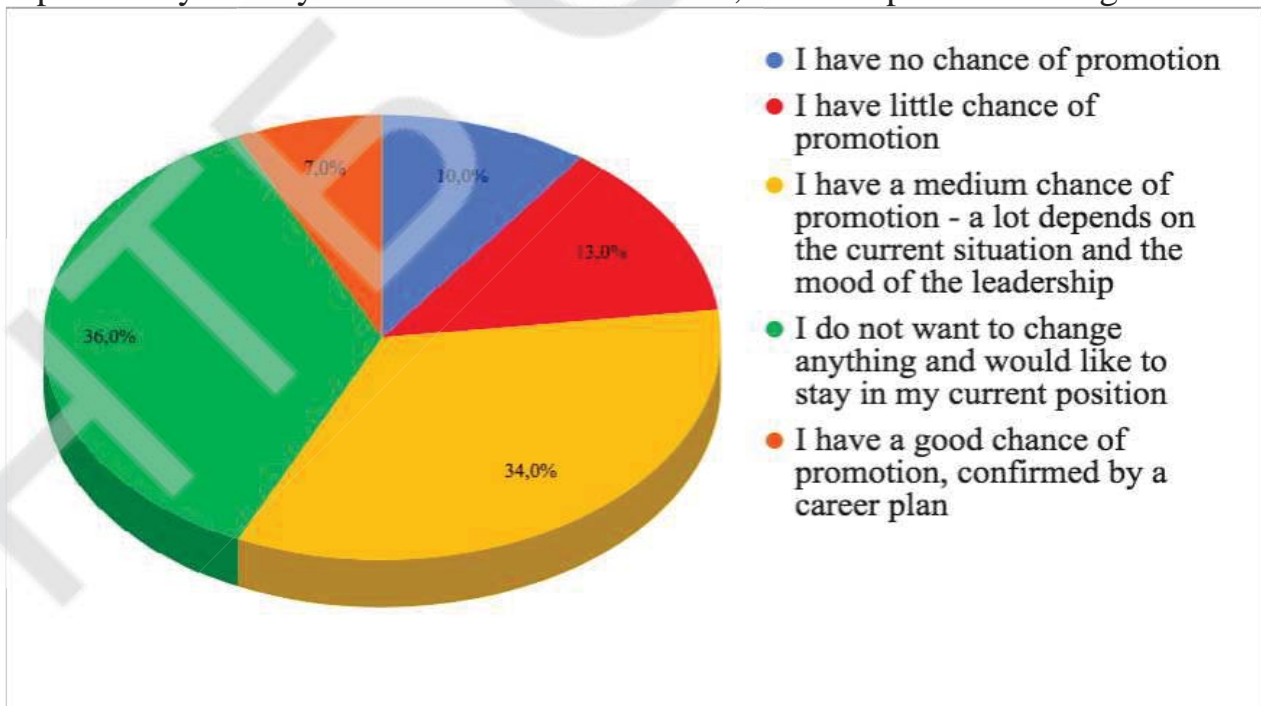


Fig. 3. Assessing career opportunities for employees  
Own research

Sometimes, in the opinion of the respondents, decisions on job promotion are made unreasonably. As a result, half of the workers rated their chances of promotion as medium or low.

An ambiguous picture has been obtained regarding the assessment of training opportunities. On the one hand, more than 20% of respondents study and improve their skills at the expense of the enterprise, and 21% do it on their own. On the other hand, almost a third of the respondents either failed to answer this question or did not want to study and improve their skills.

This study showed the insufficient level of involvement of state employees and, in particular, young people in social processes, which in most cases play a significant role in the development and self-realization of personnel, allow for a time to abandon production and expand the circle of communication in the enterprise.

The problems identified during the study, such as relationships in work teams, the ability to communicate with their manager in a problem situation, the possibility of self-fulfillment in work deserve close attention, because regardless of the unit, the value of communication in production remains an important factor. When assessing the level of motivation of the staff, the results were distributed as follows: very high - 11.0%; high - 17%; the average - 56.3%; low - 8.9%; very low - 7.6%, 17% of respondents consider their motivation to be insufficient.

The study found that the organization did not have a well-defined "concept" or strategy for motivation. We find that many managers have a misunderstanding of how to build a motivation strategy within the organization. This strategy must be developed for the enterprise and applied at all levels of its organization. It is necessary to train managers. The basic motivation strategy existing at the enterprise is based on the practice of monetary rewards and penalties. Some executives feel that this is too narrow an area of motivation, inadequate to the motivational environment and production needs of the organization in the future.

Table 3

**Factors of decrease of desire of work of employees**

<b>What do you think are the factors that reduce your employees' desire to work (other than wages)?</b>	<b>The number of people who responded (%)</b>
Insufficient skills, lack of training programs, poor training	35
Absence of necessary working conditions, Adverse working conditions	26
High intensity of work, superfluous workload of workers	14
Weak disciplinary measures, lack of control	27

Own research

As can be seen from the table. 3, the main factor in reducing the desire to work is the lack of professional qualification, and this is also reflected in employees' opinions regarding the adequacy of earnings to the level of qualification and professionalism. The level of motivation of managers is generally rated as high (45.1% of respondents), and the ratings, in the aggregate, do not fall below the average. In turn, the level of employee motivation is generally rated above average (52.4% of respondents), but in some cases such assessments as "low level of motivation" (11% of respondents) and "very low level of motivation" are given. (2.4%). A significant number of managers

(36.6% of respondents) believe it is logical that in terms of influence on the personnel the most effective is the complex of internal and external types of motivation. At the same time: External positive motivation (material incentives, approval of colleagues and staff, prestige) is placed in the first place (31.7% of respondents); on the second (19.5%) - internal motivation; to the third place (11%) - external negative motivation.

However, from our point of view, at this stage of the life of the organization and in the context of its characterizing strategy (development strategy), emphasis should be placed on the intrinsic type of motivation. That is, when forming a motivational set of influences on an employee, the first place should be put on the methods of influence that encourage the employee to become aware of intrinsic motivation.

According to the analysis, we have identified two subspecies of active personnel strategy: rational and adventurous [8, p.74]. With a rational staffing strategy, management has both a qualitative diagnosis and a well-grounded prognosis of the situation and has the tools to influence it. The personnel service of the enterprise not only has the means of diagnostics of the personnel, but also the forecasting of the personnel situation for the medium and long-term periods. The organization's development programs contain short-term, medium-term, and long-term staffing forecasts (qualitative and quantitative).

With an adventurous personnel strategy, the management of the organization does not have a qualitative diagnosis, a reasonable forecast of the situation, but seeks to influence it. As a rule, the HR department of the enterprise does not have the means of forecasting the personnel situation and diagnostics of the personnel, but the enterprise development programs include the plans of personnel work, which are often focused on the achievement of goals important for the development of the enterprise, but not analyzed in terms of changing the situation. In this case, the plan of work with the personnel is based on a rather emotional, not well-reasoned, but maybe also a true idea of the purposes of work with the staff.

The Southern Office of the State Audit Office is characterized by the most active staffing strategy with its sub-type - the adventurous staffing strategy. Problems with the implementation of such a personnel policy may arise if the influence of factors not previously included in the review increases, which will lead to a dramatic change. The second reason for the differentiation of personnel policies may be a principled orientation to one's own or external personnel, the degree of openness to the external environment in the formation of personnel.

The need for personnel policy modernization stems from the content of the tasks facing the state today. New ideas, principles and technologies for resolving personnel issues should be developed that would reflect the current level of managerial science, practices and requirements of a democratic society in order to create a professional, politically neutral, responsible and authoritative civil service and service in local self-government bodies of European standard; selection of qualified personnel, which will meet the needs of the society, will effectively provide quality public services to the population; creation of legal, social and organizational prerequisites for successful realization of the professional potential of civil servants and local self-government officials.

The context of the innovation of recruitment methods, it is necessary to talk about the use of traditional recruitment systems (by competition, by contract, by election) and leasing of personnel (a form of temporary staff involvement from outside); open system of competitive selection on the basis of document comparison, questionnaire, testing; staff reintegration.

In the context of improving the organizational support of personnel policy, attention should be paid to the transition to a multifunctional multidimensional format of HR services activities, which will be relevant to the planned work; monitoring, evaluation, control, coordination of quality staffing; diagnostics of the level of competitiveness of officials, career support of graduates of public administration and civil service; control of the observance of anti-corruption and civil service legislation in the local self-government bodies.

### **Conclusions**

Effective personnel policy of the state as a whole, and in particular in the state administration, is the key to successful development of any state, one of the factors for achieving the positive consequences of reforms. Only well-trained personnel who have the modern knowledge, skills and management skills are able to implement the innovations, achieve their goals, work on the formation of an effective system of public administration, solve urgent problems facing society. Predicting staff qualification is of great importance in the process of implementing organizational measures related to staffing. Predetermined forecast allows you to solve emerging problems and give the expected effect.

In order to improve the civil service personnel system, the following procedures and mechanisms should be implemented and improved: a system of criteria for the selection, promotion and promotion of civil servants based on the results of their assessment on the basis of qualifications and business qualities, rather than years of service, should be detailed and accessible; the organization of commissions that carry out evaluations with mixed membership, that is, the inclusion of not only the staff of the relevant body, but also scientists, specialists in the field of public administration, law, administration, and management.

General requirements for the development of profiles of professional competence of civil service positions in public bodies are:

- the application of uniform criteria for the formation and assessment of requirements for the level of professional competence of persons applying for vacant positions of public service;
- compliance with the tasks and functions assigned to a specific structural subdivision of a public authority in accordance with the provisions of this structural subdivision and the official duties assigned to a civil servant in accordance with the official instruction;
- orientation on perspective and innovative tasks of the civil service;
- unbiased attitude to the professional and social and labor interests of civil servants.

An important component of personnel policy should be the direction of human capital development by [14, p.18]:

- promotion of highly skilled labor, innovative activities, knowledge-intensive products, technologies of resource conservation.
- the transition in management systems from the dominance of classical management theories inherent in the era of industrial development to the concept of human capital.
- creation of a nationwide personnel information system that would allow for effective personnel policy implementation.
- support for creativity in all types of industrial, scientific, cultural and educational activities.
- implementation of information technology production practices, total computerization of society.
- material and moral support for talented youth.

Suggestions for improvement of the personnel management system in public authorities

State personnel policy should have the following essential features:

- a systematic approach that takes into account various aspects of personnel issues - economic, social, moral, social and psychological, etc .;
- scientific validity and realism of taking into account the needs of the society in the human resources, consistency and stage of solving strategic personnel tasks, involvement of trained specialists in the professional activity;
- unity and multilevel in terms of coverage of all human resources, personnel processes;
- perspective that determines the leading character, takes into account social progress, changes in the nature of work and managerial processes;
- democracy in terms of goals, social base and mechanisms for solving personnel problems;
- morality - education in every employee of such traits as honesty, confidence, civil responsibility;
- legislative security.

It is these traits, which become the principles, give the state personnel policy of integrity and substantive certainty, which make it possible to influence all personnel processes in the state. The development and implementation of a sound state personnel policy is an urgent need of Ukrainian society, the most important prerequisite for the successful implementation of an innovative state development strategy aimed at ensuring high rates of economic growth and achieving high standards of living for citizens.

With the development and complication of production, the acceleration of scientific and technological progress changes the requirements for personnel. Requirements for general education, economic, technical, technological training of workers and employees are being increased, to the level of their qualification. Questions arise about the rational use of manpower, the optimal assessment of human resources. And since these areas of management are related to the field of personnel work, at the same time the functions of personnel services of enterprises are expanded.

One of the tasks of the personnel work of the Organization is the organization of training and retraining of personnel, ensuring the development of skills of workers

directly in production in educational institutions. To this end, the organization should develop a training and material base, establish training facilities, courses and centers, schools for the study of advanced methods of work. It is possible to increase the effectiveness of the appraisal of management employees, as well as to ensure the objectivity of its assessments and conclusions, through the use of expert assessments of specialists and especially managers, carried out in the light of the opinions of experts of the same level with the appraised and subordinates.

An important problem is the skillful use of the reserve. It is necessary to determine in due time the time when the reservist should be promoted to the position in which he will bring the greatest benefit. It is advisable to envisage two areas in the reserve pool for advancement: operational and long-term reserves (for senior management positions with long-term training).

Training in the operational reserve, as practice shows, should not last more than three years, because "sitting" in the reserve demobilizing affects the activity of the employee enrolled in the reserve, because it violates his life goals and plans. This leads to a decrease in the effectiveness of the organization.

Consideration should also be given to questions relating to the examination of the suitability of a candidate for a replacement position. The suitability of a candidate for a position is determined, first of all, by his / her attitude to this position, by the presence of appropriate knowledge, skills, skills, and in other cases by his / her corresponding psychophysiological qualities. When selecting a candidate for the post of Head of Personnel Department, in case of such need, it is necessary to present qualification requirements to him not only in terms of educational qualifications, seniority of work in management positions, but also the availability of such qualities as the ability to work with people.

It is also important to raise personal responsibility and the interest of the staff in improving their skills. To put in direct dependence on its results attestation, business growth of specialists and establishment of their level of salary. Significant improvements are required in the regulatory framework for advanced training, in particular to ensure that it is compulsory and regular.

A prerequisite for improving the efficiency of management training and management training is a departure from the existing stereotypes of the organization and teaching methods. The system of training and advanced training of managerial personnel includes the following links: state inter-branch centers of training of managers; sectoral institutes for advanced training of managers and specialists; special faculties and courses at higher education institutions; courses.

The basis for the formation of an effective state personnel policy is a legal framework that meets the modern world requirements and is based on the latest approaches. After all, the relevant regulations define the priorities, goals of development and use of human resources of the state, determine the principles, forms and mechanisms of work with personnel.

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