



HUMAN RESOURCE MANAGEMENT IN PUBLIC ADMINISTRATION: CONTENT, CURRENT TRENDS AND CHALLENGES IN THE CONTEXT OF UKRAINE

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Abstract

This article presents a comprehensive analysis of the current state of Ukraine's public personnel policy in the context of ongoing globalization, digital transformation of public administration, and the exceptional circumstances of martial law. The study examines the theoretical and methodological foundations of personnel policy, its structural and functional dimensions, as well as the institutional and legal limitations that significantly affect the effectiveness of its implementation across all levels of public service. It is emphasized that personnel policy in Ukraine remains fragmented, normatively inconsistent, and highly susceptible to political fluctuations, which hinders the establishment of a stable, professional, and ethically oriented system of public administration. Special attention is given to the analysis of international experiences in implementing HRM strategies in EU countries, the United States, Canada, Germany, and the Nordic region. A comparative assessment of career-based and position-based civil service models is provided, along with an overview of modern trends in public HRM, including digitalization, ethical leadership development, strategic HRM practices, and human-centered governance. Based on this analysis, the article proposes key strategic directions for the modernization of Ukraine's personnel policy.

The conclusions emphasize the need to shift toward a new paradigm of personnel policy - one that prioritizes professionalism, accountability, ethical standards, and institutional resilience as cornerstones of sustainable public administration.

Key words

personnel policy, civil service, public administration, HRM, digital transformation, public service.

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1. Introduction

It is generally recognized that the effectiveness of the state's performance of its functions, successful implementation of political, legal, financial, economic, social and cultural policies of public administration and management bodies crucially depends on the level of professionalism of civil servants at all

levels of the state hierarchy and local government officials. In turn, this level of professionalism as an expression of the intellectual and human potential of the civil service system largely depends on the nature, value content and direction of the state personnel policy, which in the modern world is «not just a technical and organizational mechanism for personnel management, but a critical element of

democratic governance that acts as an intermediary between political goals, administrative efficiency and public expectations of integrity, accountability and effectiveness of the state (Andersen et al, 2019).

In almost all periods of independent development, the Ukrainian system of the state personnel service has been characterized by the fact that «the personnel situation...does not meet the needs of the state, society, and citizens. There is a lack of competent, proactive responsible personnel. Low professionalism, inconsistency of professional training with the profile of activity, indifference and bureaucracy in work lead to inefficient, ineffective management at both regional and local levels» (Dzvinchuk, Liutyi et al, 2023). However, this problem was particularly acute in Ukraine during the war and will be no less acute in the period of post-war recovery, when the country will need balanced, scientifically sound and effective political and administrative decisions.

2. Research methodology

The interdisciplinarity and multilayered nature of the societal phenomenon of the State personnel policy led to the use of a comprehensive methodological approach in this study, based on a combination of general scientific, special and interdisciplinary research methods that can provide a qualitative analysis of the State personnel policy of Ukraine in the context of global transformations and European management practices. The methodological framework of the study is based on the interaction of regulatory and legal analysis, comparative approach and principles of a systematic approach to human resource management in the public sphere. Thus, the legal analysis was used to study the current legislative framework of Ukraine regulating the civil service, public administration and human resources management. Particular attention is paid to the provisions of the Law of Ukraine «On Civil Service», the Public Administration Reform Strategy for 2022-2025, as well as acts of the Cabinet of Ministers of Ukraine that directly affect the regulation of personnel policy. This approach made it possible to identify contradictions between legislative declarations and their implementation in the context of political turbulence and war.

The method of comparative analysis has become the main tool for comparing HRM models in the public sector of Ukraine and leading European countries, among which Germany, France, Canada and the United States were selected. The main focus is on such characteristics as the principles of recruitment, the structure of classical human resource management in the public service system of developed countries,

performance evaluation mechanisms, concepts of professional motivation and organizational culture, as well as the degree of political independence of management decisions. This approach allows us not only to identify similarities and differences between national systems, but also to determine the most adaptive elements of foreign experience to the Ukrainian context.

The systematic approach ensured the integration of the results of legal and comparative analysis into a single analytical model, within which the state personnel policy is considered as a complex dynamic system that functions in interaction with the political environment, administrative structure, social institutions and global challenges. This perspective allows not only to diagnose the problem areas of HR policy, but also to identify the factors that determine its sustainability, effectiveness and adaptability to changing conditions.

3. Theoretical and methodological foundations of personnel policy

In modern conditions, the state personnel policy is emerging as a systemic element in the structure of public administration, as it determines the ability of the state to ensure the effective performance of government functions, implement development strategies and build public trust in institutions. Personnel policy in the public administration system is not only an element of administrative regulation or procedural support for personnel selection, but, above all, a complex socio-political construct that reflects the ideological orientation of the state, the nature of interaction between the government and society, and the degree of institutional maturity of the public service.

In the modern Ukrainian scientific discourse, the concept of «state personnel policy» is considered multidimensional - as a normatively enshrined system of principles, mechanisms and procedures for regulating activities in the field of public sector personnel management. In particular, O. Blyshchyk and O. Kravchenko define personnel policy in public authorities as a purposeful, long-term strategic activity for the formation, preservation, strengthening, development and rational use of professionally trained employees with a high level of knowledge, skills and abilities who are in the civil service or intend to hold civil service positions in the future (Blyshchyk, Kravchenko, 2025). In his turn, S. Salmanov emphasizes that the state personnel policy and multifaceted activities for its

implementation are a socially regulated process, a purposeful and highly organized instrument of power, one of the most important management levers, the priority task of which is to form a generation of professionally trained, highly moral and decent civil servants (Salmanov, 2023).

From a methodological perspective, HR policy should be analyzed through the prism of several interrelated approaches. First, the systemic approach allows us to interpret HR policy as a complex open system that interacts with other subsystems of public administration: political, administrative, legal, financial and social. In this system, human resources are viewed as a strategic resource that ensures the functioning of the entire system of government, and human resources policy is an instrument of its stabilization or transformation, depending on the political will and social context.

It is with the help of a systemic approach that the uprising of a new formation in the modern world - Industry 5.0 - should be considered, which, among its various characteristics, includes the concept of human-centeredness, which puts the employee on a pedestal when implementing business processes at enterprises, institutions, and organizations. That is, human capital is once again recognized as dominant over all other types of resources of a business entity, and the issues of its development, effective management, motivation and incentives for professional and personal improvement are gaining priority in the process of modernizing human resources policies (Zachosova et al, 2023).

The functional approach focuses the researcher on the analysis of specific functions of HR policy, such as forecasting staffing needs, recruiting, adaptation, certification, career advancement, formation of a reserve, professional development, motivation and retention of specialists. Each of these functions in the public sector is performed within the framework of legal regulation, but at the same time is subject to political factors and organizational constraints, which requires flexible and adaptive solutions within a single conceptual framework. As noted by N. Vasyuk and M. Roenko, in functional terms, the main task of the state personnel policy is to ensure integrity, competence, highly professional and proactive management personnel who are able to effectively solve important state tasks through the use of appropriate technologies, such as effective human resource management, incentives for employees to achieve results, a differentiated approach to remuneration, the introduction of innovative work methods, the use of a system of classification of positions and clearly defined job descriptions (Vasiuk, Roienko, 2024).

Of particular importance in the analysis is the socio-psychological approach, which focuses on the employee's intrinsic motivation, organizational culture, informal norms of behavior, and group dynamics in public administration. It is at this level that the prerequisites for professional growth, leadership development, responsibility for results and readiness for change are formed. However, according to O. Kostenko and N. Hrushchynska, it is precisely in this aspect that the personnel policy in Ukraine does not yet fully meet modern requirements and challenges: there is no action program for personnel development at various levels of government, and the personnel process is reduced to controlling negative manifestations in the work with personnel and the causes of conflicts. There is a lack of highly qualified personnel, motivation for officials to work, means of diagnosing the personnel situation, labor and personnel assessment, forecasting personnel needs, etc. (Kostenko, Hrushchynska, 2020).

The institutional approach allows to identify the limitations and opportunities that are set by the governance structure, the nature of interaction between executive authorities and the peculiarities of the national political culture. In this context, it is important to understand that formal HR policy mechanisms often operate within informal networks of influence, patronage or political loyalty, which significantly reduces the effectiveness of regulatory regulation and undermines trust in the civil service as an institution.

While most scholars agree that HR policy should ensure professionalization of the civil service, improvement of the level of managerial culture, motivation and ethics of public administration, we note the lack of a unified methodological approach to its structural analysis. The most widespread approach in the national literature is the one according to which personnel policy is considered as a subsystem of public administration, which includes strategic, regulatory, functional and institutional structural components. It is the systemic paradigm that allows us to study the internal logic of HR policy as a holistic phenomenon, where a change in one element inevitably affects the entire structure of public administration. According to this approach, determining the structure of HR policy involves consideration of its institutional component, which includes policy-making bodies (the Cabinet of Ministers of Ukraine, the National Agency for Civil Service, HR services in central executive bodies), the legal framework, selection and promotion procedures, as well as motivation, evaluation and professional development tools. In addition, HR policy is formed not only as a set of formal institutions, but also as a system of informal practices related to political

expediency, personal loyalties and administrative inertia, which is especially characteristic of Ukrainian public administration practice. This dualism makes it impossible to create a coherent and effective model of HR policy without taking into account its value and behavioral components.

4. Evolution and current state of human resources policy in Ukraine

Understanding the peculiarities of the evolution of the state personnel policy in Ukraine requires reference to its historical context, which allows us to identify not only the sequence of reforms, but also the patterns of institutional development and the root causes of current challenges that manifest themselves in the personnel practice of public authorities. The formation of modern personnel policy began in the first years of independence and was initially characterized by attempts to introduce a model of professional civil service based on the European model. However, in the context of the political turbulence of the 1990s, instability of the managerial vertical and lack of a clear reform strategy, HR policy acquired the features of formalism, declaration and adaptation to the changing political situation.

At the initial stage, which lasted until about the mid-2000s, only partial institutionalization of the state personnel policy took place, which remained mainly under the control of the executive branch without a clear regulatory delineation of the functions of the bodies responsible for its formation and implementation. The 1993 Law of Ukraine «On Civil Service», although it established important principles such as stability, competition and professionalism, did not provide mechanisms for their actual implementation, and thus personnel decisions were often made based on political expediency, personal connections and situational interests. With the adoption of the new Law on Civil Service in 2016, a new wave of reforms was launched, declaring a shift away from the Soviet legacy to the European model of merit-based service (Zakon, 2015). The National Agency of Ukraine on Civil Service (NACS) was established, competitive selection mechanisms were revised, and a job classification, evaluation system, and professional training for civil servants were introduced. The Strategy for Public Administration Reform of Ukraine for 2022-2025 contained such promising innovations as reforming the civil servants' remuneration system in terms of revising approaches to remuneration of public service employees to ensure competitiveness and motivation of personnel; optimisation of management processes

by simplifying procedures, eliminating bureaucratic obstacles and increasing the efficiency of public authorities; professionalisation of public servants and staff development, in particular through training in administrative procedures and the introduction of new work standards; further decentralisation and strengthening the capacity of state structures and local governments to provide quality services to citizens (Stratehiya, 2021).

However, despite the proclaimed regulatory improvements, the practical implementation of personnel policy was still fragmented even before the war, due to both the institutional weakness of personnel services and the resistance of civil servants who were not ready for a fundamentally new managerial culture. As S. Salmanov emphasizes, Ukraine has accumulated many problems:

- the lack of systemic principles for the formation of personnel policy in the public administration system;
- the lack of legislative documents aimed at developing and updating the personnel of the public administration system;
- low labor motivation for employees in the public administration system;
- the high level of corruption among employees;
- an unreasonable increase in the apparatus of state authorities, followed by its optimization and reduction;
- limiting the functions of HR services to routine work, filling out employment records and relevant documents, lack of functions for real staff development, career planning, etc;
- the lack of effective mechanisms for attracting talented and professional people with work experience and relevant knowledge and skills to serve in public authorities;
- high staff turnover;
- ineffective work with personnel;
- the slow development of employees' skills due to the lack of a systematic framework for lifelong learning;
- the lack of predictable career development and career growth of employees (Salmanov, 2023).

Particularly significant both in the pre-war years and today are the problems of personnel policy at the level of local authorities, where, according to O. Lyndyuk and Y. Kravchenko, there is a shortage and outflow of personnel, an imperfect career development system; low wages; lack of competition in the selection of positions; lack of flexibility in the personnel management system; insufficiently systematic training and professional development of public servants that does not meet the requirements of modern public administration; outflow of

personnel due to the war (especially in the regions affected by the hostilities) and the overall lack of a unified coordinated state personnel policy' (Lyndiuk, Kravchenko, 2024). As a result, due to the low level of professionalism of local government officials, their lack of proper motivation, limited resources and low staffing, there is a growing tendency to formally follow procedures, which in practice masks the lack of quality human resource management.

The situation has become significantly more complicated since the start of Russia's full-scale invasion of Ukraine in 2022. In the new conditions, when the civil service must function in a crisis management mode, HR policy has revealed its vulnerability, in particular in terms of staff turnover, loss of specialists, uneven workload on the authorities, and a drop in motivation among employees. According to O. Blyshchyk and O. Kravchenko, in the context of war, personnel policy has become not so much strategic as mobilization, which contributes to the adoption of only reactive and situational, not strategic decisions (Blyshchyk, Kravchenko, 2025).

Even though some government agencies have begun to make more active use of digitalization tools (electronic recruitment platforms, learning management systems, automated employee databases), these processes are mostly project-based and not integrated into the overall HR policy system. In addition, there is still no unified vision of what kind of civil service model Ukraine should implement - a continental career model, an Anglo-Saxon positional model, or a hybrid model. The lack of consensus on this issue makes it difficult to formulate sustainable human resources development strategies and also creates institutional competition and duplication of functions between HRM bodies.

No less significant is the factor of politicization of personnel decisions, which remains a constant obstacle to the introduction of an independent and professional civil service. In fact, under all presidents of independent Ukraine, candidates for senior government positions at all levels of the civil service hierarchy were mostly appointed not on the basis of their professionalism, managerial experience and commitment to serving the people, but on the basis of personal, party or clan affiliation. This situation jeopardizes not only the functioning of the authorities, but also the very concept of serving the public as a basic value of public administration.

At the same time, new trends are emerging against the backdrop of the crisis, which could become the basis for a qualitative update of the personnel policy. These include increasing public attention to the professionalism of the civil service, strengthening the role of educational institutions in training specialists,

and growing demand for ethical leadership and value-oriented public service. In this context, N. Radukh's statement is appropriate. Radukh's statement that the new format of personnel policy in the public administration system should include understanding of one's own importance in the public administration system, awareness of individual and collective responsibility, possession of relevant and demanded professional competencies that allow preventing and eliminating unstable situations at different levels of the public administration system, rapid adaptability, flexibility and training in accordance with the changing situation (Radukh, 2022). This means that the current stage of development of the state personnel policy requires not so much regulatory reform and technical improvement of procedures as it does a value and socio-cultural transformation of the management environment, the formation of a new management philosophy that combines professionalism, accountability and flexibility within the public service system.

5. International experience in implementing HR policy as an example for Ukraine

In this regard, it is very relevant for Ukraine to study foreign experience in the formation and implementation of the state human resources policy, as it will be of undeniable scientific and applied value and will allow, on the one hand, to understand the variety of models, strategies and mechanisms of human resources management in the public sector, and on the other hand, to identify the most relevant and adaptive practices for use in the Ukrainian context, taking into account the specifics of institutional culture, political environment and social expectations. The most representative examples in this regard are the HR policy models implemented in the European Union, in particular in France, Germany, the Netherlands, as well as in the United States and Canada, where public sector HRM systems have been formed that are different structure but effective in terms of their performance.

The French civil service model is a classic example of a career-based system based on a hierarchical career path, strict legal regulation, competitive examinations, and lifetime employment. Public service in France has historically been perceived as the highest form of service to the state, which leads to a high social status of civil servants and a clear institutional identity. At the same time, the country has a system of introducing motivation through career growth in the format of a «promotion table», when a

maximum of three years after entering the service, an official is promoted regardless of the assessment of his or her work (Kostenko, Hrushchynska, 2020). At the same time, according to experts, this system has low flexibility to external changes, as any update requires a large-scale revision of the legal framework and procedures, which hinders adaptation to the challenges of the digital age and generational change.

In contrast, the positional system, which is typical for the United States, Canada, and the United Kingdom, is based on the principle of open competition for a specific position, high staff mobility, contractual employment, and decentralization of management decisions. This approach allows for a quick response to changing management priorities, rapid staff renewal, and increased individual responsibility. At the same time, as noted by L. Andersen, P. Leisink, and V. Vandenabeele, this model requires special attention to the fairness of procedures, the integrity of selection, and control over the quality of management decisions (Andersen et al., 2019).

The German experience, as outlined in the monograph edited by S. Kuhlmann, demonstrates a kind of hybrid form of HR policy that combines the features of the career-based model with a high level of decentralization within the federal system. The system of training, selection and development of employees in Germany ensures not only legal stability and independence of the public service, but also opens up space for experiments in digitalization, introduction of new forms of public participation in government, and reduction of bureaucratic burden. In particular, J. Siegel emphasizes that the main feature of human resource management (HRM) in Germany is the gradual transition from the dominance of legal norms to an emphasis on strategic management and organizational efficiency (Siegel, 2021).

The paradigmatic changes in the field of HRM described by L. Andersen, P. Leisink and W. Vandenabeele deserve special consideration, as they distinguish three stages of development of the state HR policy in European countries: administrative (until the 1980s), managerial (1980s-2000s) and value-oriented (post-NPM) since the early 2000s. According to the authors, the first stage was characterized by a centralized bureaucratic model of HRM, where the main role was played by the stability and predictability of procedures. The second stage involved the introduction of management tools borrowed from the private sector, including performance appraisal systems, individual bonuses, and contract employment. The third one shifts the focus to concepts such as public service motivation

(PSM), ethical leadership, organizational identity and trust (Andersen et al., 2019).

In the Scandinavian countries, in particular Denmark, Norway, and Sweden, the concept of human-centered management in HRM is being actively implemented, combining the flexibility of a position-based approach with an emphasis on the value of serving citizens. The employee is perceived not as an element of the executive machine, but as an autonomous agent of change capable of making responsible decisions, taking initiative and creating an institutional culture of trust. According to P. Leisink and Eva Knies, the effectiveness of public HRM depends not only on formal instruments, but also on the value cohesion of the organizations in which these instruments operate (Leisink, Knies, 2017).

In general, the generalization of international experience allows us to outline several conceptual conclusions that are important for Ukrainian HR policy. First, an effective HRM system in the public sector requires a balance between centralized regulation and the autonomy of the authorities in implementing HR strategies. Secondly, the sustainability of HR policies depends on the ability of institutions not only to follow procedures but also to maintain ethical standards, transparency and fairness. Thirdly, digital transformation cannot be a technocratic project - it requires a renewal of managerial culture, rethinking the role of the employee, and building institutional trust. Fourth, unlike many declarative approaches, the real success of international HRM models lies in the fact that they are not limited to tools but integrate them into the overall paradigm of public service, where values come first, not just efficiency. This conclusion should become a methodological starting point for building a new state HR policy in Ukraine, based on relevant adaptation rather than mechanical copying of foreign experience.

6. Modern challenges and trends in the development of state personnel policy

Human resources policy in public administration is increasingly shaped by global civilizational shifts, which include digital transformation, changes in organizational culture, rethinking the role of the employee, and the growing demand for transparency, ethics, and accountability of the public administration. In such conditions, there is a need for a strategic rethinking of the priorities of human resource management in the public sector, where efficiency priorities are complemented and in some cases even inferior to the priorities of trust, engagement, inclusiveness and institutional flexibility.

One of the largest trends that has swept the public sphere over the past two decades is the digitalization of HR processes. The introduction of electronic document management, platforms for recruitment, distance learning and assessment, e-HR systems and HR data analysis changes not only the technical level of management but also the very logic of HR policy. In the OECD countries, electronic HR systems have become the main tool for ensuring transparency, objectivity and effective monitoring of the quality of management decisions. In Germany, for example, the introduction of the digital transformation of the civil service is seen as one of the key components of the modernization of the entire public administration, which involves not only automation but also a structural restructuring of the interaction between the state, employee and citizen (Kuhlmann et al, 2021). In general, «digitalization can improve systems for tracking employees' skills and potential, provide staff with tools for self-development, and increase the efficiency of communication within the organization. Thus, HR policies adapted to the requirements of digitalization are becoming a key tool for human resource management to achieve the organization's strategic goals in a rapidly changing digital environment (Kryshchal et al, 2023).

However, the digital transformation in the field of HR policy also carries a number of challenges, including technological inequality between government agencies, cybersecurity risks, ethical dilemmas regarding the use of data, and the lack of digital competence among a significant number of civil servants. As Mergel, Edelman, and Haug emphasize, the success of digital transformation in the public sector depends not so much on technological equipment as on the readiness of organizations to make profound changes in decision-making processes, management culture, and responsibility structure (Mergel et al, 2019).

Another strategic trend is a gradual shift from an instrument-oriented to a value-oriented HRM model based on the principles of human-centeredness, trust, leadership, and shared responsibility. European approaches reflect this through an increased emphasis on public service motivation, development of ethical leadership competencies, and introduction of good governance standards in HR processes. Such a paradigm shift is a response to the growing public demand for the state as an institution that should not only perform its functions effectively, but also be a carrier of moral authority, legitimacy and social balance. This trend is directly related to the transformation of the concept of leadership in public

administration: while formal competence used to be the main criterion for performance, today such characteristics as the ability to empathize, strategic thinking, delegation of responsibility, and the formation of a trusting environment are coming to the fore. These traits are increasingly being integrated into the system of evaluation, talent pooling and professional development, particularly in the Scandinavian countries, Canada and the Netherlands, where HRM is realized as a space of partnership between the employee and the organization, not just as an administrative function.

At the same time, in the context of the crisis of statehood, war, internal political contradictions and economic instability, personnel policy cannot avoid the influence of risk factors manifested in the form of personnel exhaustion, emigration of specialists, excessive workload on the remaining teams, as well as frustration and loss of motivation among employees, which is superimposed on the disastrous practice of «negative selection» of Ukrainian state personnel policy. As a result of this policy, according to D. Dzvinchuk, M. Liutyi, R. Panasiuk, and V. Petrenko, «... there is a staff shortage ... as a result of the harmful policy of total dishonoring of the managerial sphere, professionalism is being washed out of it» (Dzvinchuk et al, 2023).

Another challenge that is currently being actively discussed in academic circles is the problem of the lack of social capital and trust in the civil service. Given the polarization of society, the decline in the authority of institutions, and the growth of skepticism, particularly among young people, human resources policy should not only ensure the proper level of recruitment and retention of specialists but also create a positive image of the public service as an attractive area for the realization of civic potential. This implies a profound communication reorientation: from responding to «defensive» criticism to proactive information, transparency and public participation in policy-making processes.

Thus, the current challenges of HR policy in public administration cannot be reduced to purely organizational or technological problems - they are systemic in nature, affecting the fundamental principles of interaction between the state, employee and citizen. The conditions of war, hybrid threats, information overload, and cultural change require a radical renewal of approaches to HRM, based on new values, technologies, and organizational models that can ensure not only efficiency but also sustainability of the public administration system as a whole.

7. The main problems of implementing HR policy in Ukraine

The analysis of the current state of the state HR policy in Ukraine shows the existence of deep-rooted problems that complicate the implementation of the declared strategic goals and impede the formation of an effective public administration system focused on trust, efficiency and professionalism. Despite a number of regulatory reforms, institutional updates and pilot initiatives, HR policy in practice remains fragmented, contradictory and overly dependent on the political context.

One of the key systemic weaknesses is the lack of a unified conceptual model of HR policy that would ensure integrity, consistency and continuity in the implementation of decisions. Today, HR regulation in the public sector is divided between different actors - the NAUCS, the Cabinet of Ministers, state authorities and local self-government bodies - without a clear division of responsibilities, which leads to duplication of functions, competition of regulatory approaches and the inability to implement a unified HR strategy. As a result, HR policy in Ukraine has no established institutional logic, but has well-established informal practices that are essentially the opposite of the European Union's value and procedural standards. For example, S. Antonova and M. Yaskovets note that quite often during competitive selections, members of commissions, when trying to verify the recommendations and track records of candidates for civil service positions, almost always encounter the reluctance of their previous employers to give an objective characterization of a person because they want to avoid conflict with them. The use of tests, questionnaires, and case studies in competitions to fill vacant positions is also often formal and sometimes accompanied by outright falsification of results (Antonova, Yaskovets, 2024).

An equally serious problem is the low level of professional training of a significant number of civil servants, especially in regional and local authorities. The lack of a system of continuous training, weak motivation for professional development, and inconsistency between educational programs and the practical needs of public administration lead to a decline in the quality of management decisions, institutional inertia, and an inability to adapt to the complex challenges of our time. Unfortunately, we must state that in terms of professional training of qualified personnel in the field of public administration, we are moving in the opposite direction from Europe. According to O. Kostenko and N. Hrushchynska,

the leading EU countries have specialized higher education institutions that educate the entire top political elite of the country, while all the other classical universities train only lower-level officials. For example, in France, it is the National School of Public Administration and its five regional institutes of public administration; in Germany, the Federal Academy of Public Administration of the Ministry of the Interior and the Federal Higher School of State and Municipal Administration; in Poland, the National School of Public Administration; in Switzerland, the Swiss School of Public Administration; in the United States - the JFK School of Public Administration at Harvard University and the R. Wagner Graduate School of Public Service at New York University, which train specialists to work in higher authorities, as well as the Washington Institute of Management, which trains middle managers (Kostenko, Hrushchynska, 2020).

In Ukraine, there was an institution similar to the French one - the National Academy of Public Administration under the President of Ukraine (NAPA), created according to European standards, models and curricula, which had 4 regional institutes (in Kharkiv, Lviv, Odesa and Dnipro). However, in 2019, by a decree of the President of Ukraine, this main «forge of personnel» for the civil service was liquidated and dispersed among many, including secondary, higher education institutions! And today, candidates for senior government positions are being trained even at the Odesa National Academy of Food Technologies (the old name, which retains the essence and direction of education at the institution), Rivne University of Water and Environmental Engineering, Kyiv Aviation Institute (NAU), where the Department of Public Administration and Management is represented by a PhD in History, a PhD in Economics, a Doctor and a PhD in Law, and only 4 Doctors of Public Administration, half of whom are part-time!

According to experts, the real reason for the elimination of the NAUCS system is the reluctance of Ukraine's top leadership under virtually all presidents to appoint independent professionals to senior positions; the main measure of personnel policy in the country has been and remains the political, clan or personal affiliation of the applicant, when personnel decisions are made not on the basis of competence or potential, but for reasons of loyalty, informal connections or situational political expediency. That is why the existing practice of staffing the public administration system should be reoriented from the search for only «their own» and «loyal» to the algorithm and criteria for searching, identifying, attracting and retaining talented and professional

managers and functionaries recognized by all civilized countries (Dzvinchuk et al, 2023).

These problems are exacerbated by the lack of effective motivational tools capable of retaining highly qualified personnel in the public administration system. In particular, S. Bilous, L. Samoylenko, O. Samosenko, and M. Lychak emphasize that the level of remuneration in Ukraine lags far behind global norms, and that the remuneration of civil servants is poorly related to the qualifications of personnel, the complexity and responsibility of labor functions, learning outcomes, education and training, and the effectiveness of the performance of state functions by government agencies and their apparatuses (Bilous et al, 2024).

Insufficient salaries (which at the level of chief specialist of the RSA are often at the level of the minimum in the country), lack of a transparent bonus system, and limited opportunities for career growth and self-realization lead to an outflow of specialists to the private sector or abroad. In addition, low salaries are usually accompanied by a steadily increasing administrative burden on employees, due to both staff shortages and an increase in bureaucratic procedures that do not always have a clear justification or rational purpose. All of this reduces managerial flexibility, leads to professional burnout and the formation of a cynical attitude towards the public service as such, which not only undermines personnel stability but also makes it impossible to form a new managerial elite capable of generating strategic decisions in response to the complex challenges of our time.

8. Prospects for the Development of the State Personnel Policy of Ukraine

In the context of profound socio-political changes caused by both external threats and internal transformations, the state personnel policy in Ukraine should acquire a new quality - to become strategically oriented, open to innovation, sensitive to public expectations and at the same time capable of maintaining the stability of the civil service as an institution. Determining the prospects for the development of personnel policy cannot be limited to individual administrative measures but should be aimed at creating a holistic conceptual model that combines regulatory clarity, institutional efficiency and a humanistic orientation towards the employee as a carrier of public values.

First, an important vector of modernization of the personnel policy is to revise the current legal framework in order to harmonize, simplify and bring

it in line with the practices of the EU countries. As rightly noted by O. Blyshchyk and O. Kravchenko, such principles of civil service as the principle of legality, i.e. the obligation of a civil servant to act only on the basis, within the powers and in the manner provided for by the Constitution and laws of Ukraine, and the principle of stability, which provides for independence from changes in the political direction of appointment of a civil servant to a position and civil service, should actually work, and not remain declared (Blyshchyk, Kravchenko, 2025). In this context, it is advisable to intensify work on the concept of a unified Civil Service Code that would systematically regulate not only the rights and obligations of civil servants, but also the procedures for selection, evaluation, career advancement, ethical responsibility and interaction with the public. In this context, increasing transparency and accountability in human resources policy can be an important factor in preventing corruption and building public trust in state institutions. This opens up new horizons for the study of mechanisms of public control and participation in the formation of personnel policy (Bilous et al, 2024).

The second key area is the digitalization of HR processes, which should go beyond automation and cover the complete digital transformation of the entire public sector human resource management system. Kryshtal, Briukhovetska, and Panin are convinced that with digitalization, HR strategy can now include elements of digital technologies to support recruitment, development, and evaluation, in particular, the use of analytics to forecast staffing needs and e-learning tools for staff development is becoming a necessity (Kryshtal et al, 2023). This implies not only the use of e-HR platforms, but also the introduction of knowledge management systems, electronic employee profiles, career forecasting modules, and big data-based personnel analytics. According to the German experience, the introduction of a single federal HRM platform allows not only to optimize HR processes but also to ensure their transparency, interconnectedness, and resilience in crisis situations (Kuhlmann et al, 2021).

At the same time, S. Bilous and N. Bykovets consider the digitalization of public administration to be «a challenge faced by public authorities» and according to which «modern tools and platforms, such as electronic public services, management process automation systems and analytical tools, allow for increased work efficiency. However, in the context of digitalization, the requirements for the skills and knowledge necessary to perform the functions of a civil servant are changing. The question is what new competencies will be needed and how to assess the

readiness of personnel to use digital technologies. This requires not only changing approaches to training but also developing new competency standards that take into account the specifics of modern technologies (Bilous et al, 2024).

In the European integration aspect, an important component of the new personnel policy should be the introduction of adaptive models of professional development focused on lifelong learning, individualization of educational trajectories, development of leadership competencies, and cultivation of ethical leadership. The preparation of the talent pool should be carried out not only on the basis of formal criteria, but also through involvement in real management cases, project management, and interagency mobility. In this process, it is important to reorient the evaluation system to value and motivational indicators that would reflect not only the achievement of quantitative goals, but also the level of involvement, social impact, and responsibility of the employee, and in general, the creation of a corporate culture that supports initiative, professional dignity, and mutual responsibility. In the Ukrainian context, such a system could become a factor in increasing social trust and creating a new legitimacy for the civil service.

Finally, a promising direction for the development of HR policy is a gradual transition to a model of open management of the human potential of civil servants, in which personnel decisions are formed not exclusively within the administrative apparatus, but through a dialogue with experts, the public, trade unions, educational institutions and non-governmental organizations. This approach ensures a multi-vector vision, institutional flexibility and increases the legitimacy of decisions, especially in conditions of limited resources, high social tension and a dynamic external environment.

In our opinion, the renewal of human resources policy in Ukraine is not so much about the introduction of technical tools or new procedures as it is about the formation of a new managerial mindset based on trust, ethics, openness to innovation, and a deep awareness of the strategic importance of human capital for the sustainable development of the state. In this we agree with the authors of the monograph «Intellect in the Public Administration of Resources of Territorial Communities of Ukraine», who emphasize that until the «competitive advantages» of the state of Ukraine and all its sectoral, regional and territorial components include, for example, the item «Provision of the public administration system with intelligent, competent and honest managers», the key condition

for the quality of governance and ensuring the efficient and effective functioning of the state and its sectoral and regional subsystems will remain the problem of forming a high-quality personnel corps of the national system of public administration and management (Dzvinchuk et al, 2023).

9. Conclusions

This analysis suggests that the state personnel policy of Ukraine is currently in a state of conceptual and institutional transit: on the one hand, some positive developments are recorded in the areas of regulatory renewal, digitalization and development of professional training infrastructure, and on the other hand, numerous challenges remain related to policy fragmentation, politicization of decisions, instability of the regulatory environment and weak internal motivation of employees. In this regard, the personnel policy does not fully fulfill its strategic functions - it does not ensure succession, does not form a personnel reserve, and does not guarantee the sustainability of public administration in times of crisis.

Systematized international experience allows us to identify potential benchmarks for reforming HR policy in Ukraine, including: combining centralized coordination with the autonomy of bodies in the processes of managing the human potential of the civil service; development of strategic HR planning tools; strengthening the ethical component of managerial culture; digital transformation of HR processes and integration of public feedback mechanisms. At the same time, it is crucial not to mechanically copy external models but to adapt them to national realities, cultural characteristics and the state of institutional maturity.

A promising model of HR policy should be formed as a flexible, adaptive and value-oriented system in which an employee is viewed not only as an executor but also as a subject of public interest. Such a system should be based on trust, transparency, strategic vision, and continuous learning, and its implementation should include not only technical and administrative changes, but also a rethinking of the very role of the civil service in a democratic society. In this context, the modernization of the HR policy should become not only a tool for reforms, but also one of the foundations of a new statehood - more professional, accountable, legitimate and resilient to the challenges of the 21st century.

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