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## Effective personnel management tools in local self-government bodies

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**Abstract.** The toolkit of tools and mechanisms for personnel management in local self-government bodies of Ukraine is used at maximum capacity and is practically exhausted. In view of this, the expansion of the concept of personnel organization should take place with the involvement of innovative approaches, methods and concepts in personnel management processes. The aim of the study is to determine and justify modern, relevant approaches to improving the qualifications and effectiveness of the work of the team in local self-government bodies, to investigate the adaptability of innovative factors in the structure of the administrative apparatus. The work process was organized using the method of analysis, synthesis, generalization, comparison and modeling. The article examines the essence of personnel management, which consists in ensuring the optimal quantitative and qualitative composition, the organization of personnel training, and the achievement of a rational degree of personnel mobility in local self-government bodies. Peculiarities of personnel management in local self-government bodies are substantiated by summarizing theoretical foundations. Innovative methods and tools of personnel management, which are not directly stipulated by the legislation, but correspond to it, have been studied. It was determined that for the purpose of effective personnel management, it is worth paying attention to such an approach to managing the development of human resources as the formation of continuous corporate training systems. The practical value of the work lies in specifying the algorithm for increasing the efficiency of personnel management in state institutions and recommending effective mechanisms that will contribute to increasing the effectiveness of human resources management in local self-government bodies, which, as a result, will have a positive effect on the economic rise of the territorial community, in particular

**Keywords:** territorial communities, scientific management, work efficiency, E-learning system, economic growth

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## INTRODUCTION

The current large-scale administrative and territorial reform and complex changes in the local self-government of Ukraine require scientific research and the development of a unified systemic vision of this process. Management is the basis of effective functioning of any organization, including local self-government bodies. Achieving high results of local self-government is impossible without the introduction of innovative approaches to personnel management processes. The potential of the used methods, methods and tools of personnel management is practically exhausted, therefore the search for ways to increase the efficiency of the use of human resources is shifting to the plane of development of innovative personnel technologies. Therefore, the issue of introducing innovative and effective personnel management tools for local self-government bodies is a very relevant topic.

There are many approaches to defining the concept of "personnel management". Thus, Ya. Krushelnytska & O. Kyrychenko define "personnel management" as a purposeful activity of managers and specialists regarding the formation and effective use of aggregate labor potential, which includes the development of concepts and strategies of personnel policy, principles and methods, the formation of a personnel management system to achieve goals organizations [14].

In turn, A. Mosumova [16] emphasizes that there are no special differences in the functional processes of personnel management in public organizations compared to the private sector. The scientist identified the following as the main and important personnel management processes in public organizations: analysis of personnel processes and their planning; recruitment and selection of personnel; personnel adaptation; evaluation and control of personnel actions, motivation and stimulation of personnel, development of personnel, improvement of their professional qualification level; labor relations, quality of life, working conditions; release of personnel.

According to T. Pokotylo [19], the effective formation and use of the labor potential of local self-government bodies depends on the effectiveness of the following principles of personnel management: system

management of all components of the organizational and economic mechanism of the organization's labor potential management; rational formation of labor potential; compliance of material and non-material incentives to the full disclosure of labor potential to the motives of employees; openness of information, etc. A number of scientists emphasize the importance of strategic personnel management. Thus, in his research, A. Rachynskyi developed an author's approach to strategic personnel management as a mechanism for implementing structural changes in the activities of state authorities under conditions of crisis, and also clarified the methodological principles of the formation of a strategic approach to personnel management in such bodies, criteria for the development and implementation of value strategies in the activities of their personnel. The taxonomy of personnel management in public bodies based on the profile of personnel managers was presented by scientists J. Herrera, & D.M. Miller [3]. The analysis focuses on the task environment of managers, defined by three main elements from strategic human resource management research. In particular, this research examines the level of participation of HR managers in policy-making processes at the strategic level, vertical and horizontal political integration, and the flexibility of human resource managers in interpreting and implementing key HR functions (i.e., recruitment, hiring, and compensation). The results of their research yield five different profiles that describe different approaches to human resource management. Klingner, D.E., Nalbandian, J., & Llorens, J. believe that government agencies are facing pressure to become more efficient by reducing costs and increasing productivity [4]. A critically important, but expensive element of every organization is the staff. In both the public and private sectors, human resource management is an area that often receives a lot of attention to improve efficiency and effectiveness. According to J. Serrano, & M. Barba [5], the results of their research show that local self-government bodies, which develop methods of recruitment and selection, training, evaluation and reward, taking into account the needs of specific workplaces, the potential of employees and their activities, improve their results.

The ability of local self-government bodies to manage human resources was studied by C. Vincent, & Stephen C. [6]. The impact of various internal and external factors on human resource management activities in local governments was investigated by G. Wilson [8], D. Alao, C. Ajike, & M. Ibrahim [1].

The authors [2] emphasize that state authorities face the challenges of demographic changes. Currently, there is a shortage of younger workers and qualified personnel. Therefore, the leap from rigid personnel management to active, modern human resource management is inevitable as a central key to the long-term success of companies. N. Havkalov is of the same opinion [9]. The scientist believes that the essence of personnel management in public organizations is to ensure the optimal quantitative and qualitative composition of personnel, the organization of personnel training, and the achievement of a rational degree of personnel mobility in public organizations. We are impressed by the opinion of scientists, because we are convinced that the recruitment of younger personnel through targeted training and personnel marketing, the use of modern communication channels, effective and sustainable development of personnel through further and continuous training and systematic management can be key factors in successfully increasing the level of attractiveness of an employer.

The literature emphasizes the key role that the workforce plays in the operations of companies. It is also emphasized that human resource management is a source of competitive advantages. However, although this topic has been widely studied in the private sector, little research has focused on public administration, particularly in local governments. To fill this gap, this study addresses a number of theoretical issues and practical recommendations regarding effective HR management tools in local governments. The purpose of the article is to substantiate the theoretical provisions and develop practical recommendations for effective personnel management tools in local self-government bodies.

***Modern personnel management mechanisms as a guarantee of providing territorial communities with professional personnel***

In conditions of decentralization, the problem of

providing united territorial communities with high-quality personnel becomes especially relevant, since their professional level is one of the prerequisites for the successful development of the community [13]. Moreover, according to the scientists of the National Institute of Strategic Studies, ensuring the sustainable development of communities and regions depends not only on the potential competitive advantages of the resource type (the presence of natural-resource potential for economic development, demo-economic potential), but also on the competitive advantages of the non-resource type, related, first of all, with the possibilities of implementing innovative development factors, improving human capital [12].

Personnel management in public organizations is not only an important area of management, but also an important tool for influencing their functioning, taking into account the goals and principles of the state personnel policy [14].

Local self-government bodies must always find the most effective ways to hire, encourage, reward, retain, develop and improve the skills of their employees. This is important for the efficient, rational and coordinated work of the local self-government body, which provides high-quality and citizen-oriented services. Peculiarities of personnel management in local self-government bodies are presented in Table. 1.

We believe that modern personnel management has a strategic perspective that recognizes that the organization's employees are a resource that enables the achievement of the organization's goals. At the heart of personnel management, it is taken into account how management decisions shape the effectiveness of the workforce in a planned way and in unexpected conditions. Based on this concept, we believe that the mechanism of personnel management is the orderly and consistent use by local self-government bodies of a set of methods, means and tools of influence based on certain principles, as a result of which the realization of goals in the field of personnel management is ensured. The mechanism of personnel management must correspond to the purpose, strategy and concept of management, which is reflected in its components: principles, functions, tools and methods of management.

**Table 1.** Peculiarities of personnel management in local self-government bodies

Current trends in personnel management in local self-government bodies	Actual and unresolved problems in personnel management in local self-government bodies
The lack of a single, clear system for assessing the quality and efficiency of personnel work, the certification and control of personnel are of a formal nature, it is mostly difficult to compare the results of specialists	A decrease in the level of personnel management, the appearance of disinterest of personnel in the results of their own activities, and the appearance of corruption at various levels of government.
Low prestige of the work and low salary, which does not correspond to the complexity of the work and emotional stress	Insufficient number of qualified specialists in local self-government bodies
The impossibility of using financial instruments (salary increases, bonuses) for material stimulation of personnel, which demotivates personnel and does not contribute to the quality of the work process.	Development of a differentiated system of personnel motivation by creating a bonus system that reflects the effectiveness of their activities, providing favorable conditions and guarantees for personnel.
Stereotypes and lack of purposeful work of state structures in the direction of forming a favorable image in public consciousness	Increasing the prestige of work in local self-government bodies, introducing effective and transparent incentive mechanisms, social protection and increasing the responsibility of personnel

The team of authors [24] notes that the subsystems and elements of the personnel management system of local self-government bodies include the subject of personnel management and regulatory subsystems (the Constitution of Ukraine, laws of Ukraine, decrees and orders of the President of Ukraine, resolutions and orders of the Cabinet of Ministers of Ukraine, orders of the National civil service, acts of other state bodies), scientific and methodical (covers all stages of training, specialization, and advanced training of civil servants and includes the National Academy of National Statistics, a network of higher education institutions, a professional development institute, branch institutions of higher and postgraduate education licensed to improve the qualifications of civil servants), informational (implies the use of modern information and communication technologies (electronic governance, unified information computer system "Kadry", public

electronic services, etc.) and social and psychological support (implements the introduction of psychological testing in the selection process personnel for public service, determination of training needs, etc.) personnel management.

A modern personnel management system and approaches to its implementation should use the fundamental and latest principles of scientific management theory. Therefore, the main task of HR managers is the construction of a personnel management system, which to the greatest extent allows the implementation of creative initiatives of employees at all levels of the hierarchy. Here, an important role is given to the methods of personnel involvement. The first stage in the HR cycle is search and recruiting (Table 2). Recruiting provides a clear understanding of the request and the ability to provide the necessary personnel to local self-government bodies [20].

**Table 2.** Characteristics of recruiting

Types	Features	Advantages	Disadvantages
<b>Internal</b>	Search for a candidate within the organization. This is an important element of employee development	A large amount of information about the transferred employee, about his professional potential (areas of development, strengths and way of working) A short period of adaptation of the employee, less search effort	Lack of opportunities to compare the employee's potential with the competencies of other potential candidates
<b>External</b>	Search for a candidate for a position outside the staff of the OMS	A greater selection of potential candidates, and as a result, an opportunity to hire the person who best meets the requirements for the position	The procedure requires more effort and is longer than internal selection, may be associated with a higher risk of selecting the wrong person, in particular, in the case of a poor selection procedure

In the process of selecting employees, it is necessary to understand the concepts of internal and external recruiting [20]. That is, you can hire people who have already adapted to the team, or select employees from outside the territorial community. In Ukraine, there is a high level of population mobility, and therefore, desired candidates for the position can change their place of residence and move to a territorial community with a bright brand and good working conditions. In this direction, it is important to cooperate with higher education institutions when it comes to the selection of young workers, and it is also advisable to specify the requirements for vacancies in a concise style.

An important stage of recruiting is the search for candidates. In order to expand the possibility of

attracting a larger number of qualified personnel and to popularize the vacancy, it is necessary to pay attention to additional places of posting the vacancy, in particular: <https://www.work.ua/>, <https://rabota.ua/ua>, <https://www.olx.ua/> and on the official pages of the organization in social networks. Also, external resources can be expanded with the help of the Employment Center, announcements in the local newspaper, work with specialized educational institutions.

One of the methods of personnel selection and evaluation, which is a process of information exchange between two parties, is an interview. And at the same time, this is a true cross-section of human behavioral characteristics that are manifested in working conditions. We suggest using the following types of interviews (Table 3).

**Table 3.** Modern technologies of personnel recruitment methods

Title	Characteristic
<b>Structured interview</b>	is made according to a standard model; a clear sequence of pre-prepared questions with precise wording; everything is important: how the candidate builds his story, how well he speaks the language, whether he knows how to quickly switch attention; a universal method that is widely used in the practice of selection staff

Table 3, Continued

Title	Characteristic
<b>Competency interview</b>	the questions are structured in such a way as to suggest an extended response; the candidate is asked to describe one or two stories on a certain topic from past professional experience
<b>Stress interview</b>	Stressful conditions are created for the candidate, for example, in questions are asked at a fast pace on various topics, even too personal, the same question is repeated several times.
<b>Projective interview</b>	The candidate is asked various open-ended questions “not about him”, for example, what motivates people to work effectively? An auxiliary technique for forecasting the model is quite effective behavior, motivation, internal values of the candidate.
<b>CASE interview</b>	“Cases” can be set for creativity, the ability to think outside the box. It's convenient to assess skills, behavior patterns, as well as complex things like learning ability, Source stability etc.

**Source:** [20, 24]

It is important to note that in 2021, the General Department for Personnel Management in the Civil Service and Local Self-Governing Bodies of the Ukrainian National Socialist People's Republic of Ukraine conducted a survey of personnel management services regarding the need for methodological assistance in human resources management. In the course of the survey, 212 responses were received from employees of local self-government bodies, who deal with personnel management issues. Respondents were asked to choose from the list of issues in the field of personnel management those for which it would be most relevant and important for them to receive additional information and methodical support. It is important to note that both in state bodies (87%) and in local self-government bodies (86%), respondents confirmed the use of additional personnel management methods and tools that are not directly provided for by the law, but correspond to it. In particular, such as adaptation, mentoring, development of organizational culture, team building and formation of a favorable atmosphere in the team [18].

***The need for adaptation and promotion of personnel development in the context of increasing the efficiency of personnel management***

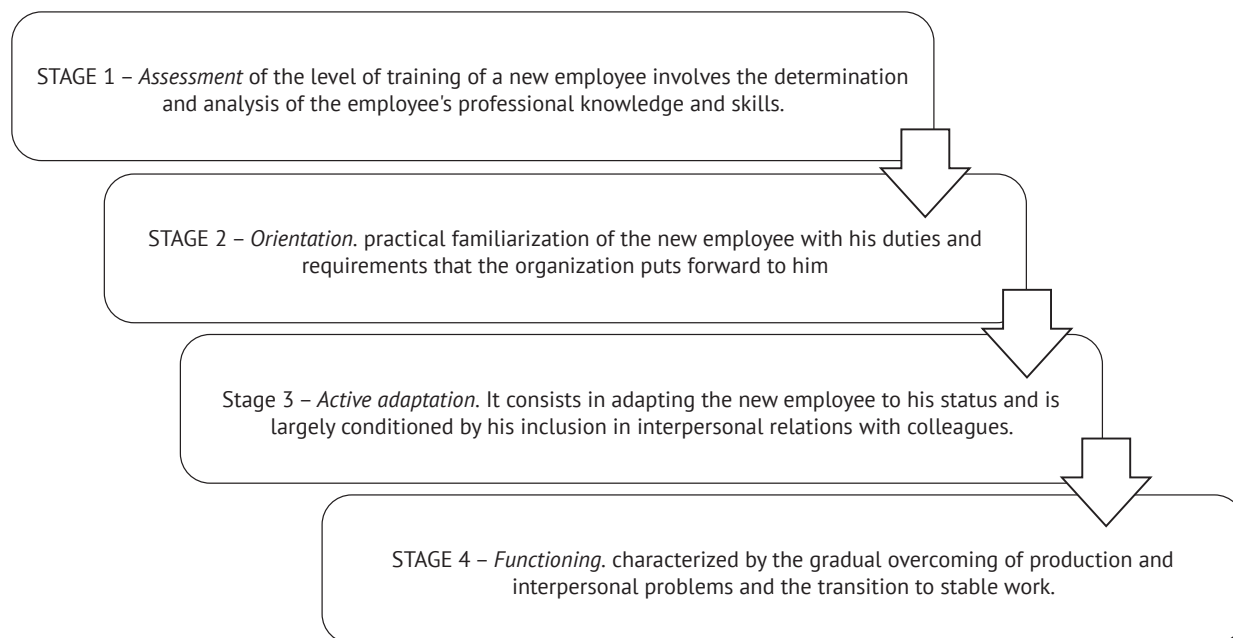
Newly appointed employees, as a rule, lack practical experience of working in local self-government bodies, which leads to a decrease in the level of productivity and quality of performance of tasks set by the community. Instead, it is impossible to attract highly qualified workers with experience in local self-government positions due to the lack of financial resources to stimulate their work. We believe that this problem can be solved by qualitative and systematic adaptation of those who work for the first time. The application of such practices will help to quickly adapt the employee to new working conditions, which will significantly increase productivity and positively affect the functioning of the state body.

Adaptation of personnel is a process aimed at the optimal entry of a new employee into the workforce in order to increase the efficiency of his work, both at the stage of entry and in the future [14].

Adaptation of an employee to a new situation depends on various conditions of his production environment, workplace, workforce, as well as conditions that are not directly related to them. The presence of a significant number of such conditions leads to the existence of various types of adaptation: professional, psychophysiological, social-psychological, organizational-administrative, economic, sanitary-hygienic adaptation.

The result of the adaptation process should be not only the acquisition by the new employee of the knowledge necessary for work, but also the creation of a favorable moral and psychological state upon joining

the team. The employee must begin to realize himself not as an alien body in the team, but as a full-fledged and useful member of the team. The stages of the employee adaptation process are presented in Fig. 1.



**Figure 1.** Stages of the employee adaptation process

The most popular form of employee adaptation today is the mentoring method. Mentoring is on-the-job training aimed at the long-term acquisition and development of professional knowledge, skills and personal qualities of newly appointed civil servants, necessary for the performance of official duties, and is carried out in the form of consultations, advice and explanations provided by a mentor established under this person [21]. Mentoring can be established for a duration of up to 3 months depending on the complexity of the duties provided for by the position and the level of professional competence of the newly appointed civil servant and can take place simultaneously with the probationary period.

The modern direction of using this method is the use of badging. Its essence is that advice, recommendations, information and feedback are transmitted two-way, without distinguishing between “senior” and “junior”, between those who teach and those who learn.

Budding is often referred to as informal mentoring. However, if mentoring is aimed at staff development, then budding is aimed primarily at the psycho-emotional support of the newcomer.

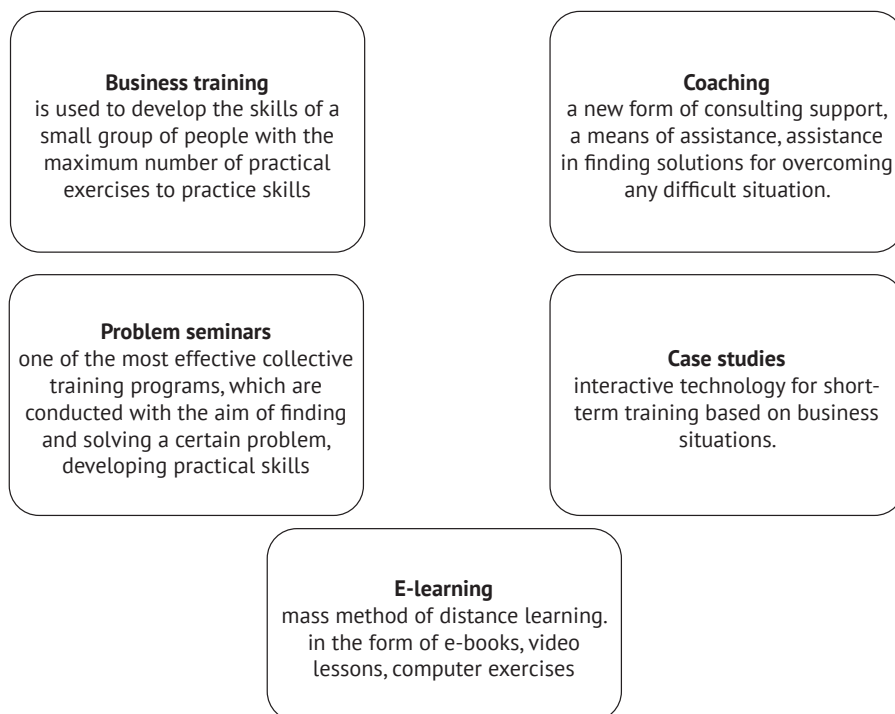
The head of the structural unit determines (on a public basis) a “buddy” for the beginner. “Buddy” does everything to make the newcomer comfortable. For a buddy, there is the following algorithm for his interaction with a newcomer. In the first weeks, the “buddy” usually communicates regularly with the “newbie” to make sure that everything is okay with him and that he is adapting successfully. As a result, the new employee does not feel like a “stranger”, knows who to contact with any questions, quickly integrates into the team and gets to know the rules. This practice is complemented by the experience of the state body in introducing a well-planned “productive working day” for newly appointed civil servants. As a result, on the first day of work, the newcomer does not feel abandoned

and rationally uses working time. Communications are being established [10].

Considering the growing role of the human factor, one of the most important tasks of improving personnel management is to ensure personnel development, which implies the need to invest in personnel, and not just to form them quantitatively according to available jobs. We consider it expedient to increase the professional qualification level of employees by forming continuous corporate training systems. Thus, we believe that the effectiveness of training and its impact on the specific results of employees can be high

only if there is an emphasis on the innovative activity of those who learn, their active involvement in the training process. In this regard, the issue of corporate universities is particularly relevant.

A corporate university is a well-thought-out system of continuous training of personnel, within which, together with traditional methods of modern business education, the following methods of human resources development are used: business trainings, coaching, problem seminars, analysis and discussion of cases [26], the general characteristics of which are presented on Figure 2.



**Figure 2.** Modern methods of personnel development

E-learning should be highlighted among the modern methods of personnel development for local self-government bodies. E-learning is a fast and effective way of obtaining knowledge necessary for work, which involves the intensive implementation of video, audio, multimedia, computer simulations and their combinations [26]. The use of E-learning is possible with the help of an educational platform in the field of professional training of civil servants, heads of local state administrations, their first deputies and deputies,

officials of local self-government – Knowledge Management (<https://pdp.nacs.gov.ua/>). The advantages of using E-learning for local self-government bodies are the following:

- professional development, provision of valuable, highly specialized knowledge takes place without separating employees from the main workplace;
- choosing an e-learning system allows you to optimize financial costs for personnel education;
- electronic education provides an opportunity for

individual classes, independent study of the material to the required extent;

- during the training process, participants can consult with business trainers and coaches online.

We are convinced that the high-quality implementation of the E-learning system in the activities of local self-government bodies will allow us to achieve high results of productive activity, to solve the issue of improving the qualifications and educational and intellectual level of human resources.

### CONCLUSIONS

It was determined that effective personnel management is the key to the success of every organization, local self-government in particular. Each community has appropriate teams of professionals who work on the development of territories, but many territorial communities lack such people. The methods proposed by us have been integrated into the public service from business and are already widely used in the field of personnel management. By understanding and using modern approaches to the selection, attraction and

training of personnel, local self-government bodies will be able to work more effectively in this direction.

It is substantiated that for the purpose of effective personnel management, it is worth starting to pay attention to such an approach to managing the development of human resources as the formation of continuous corporate training systems. Yes, we believe that the effectiveness of training and its impact on the specific results of employees can be high only if there is an emphasis on the innovative activity of those who are studying, their active involvement in the training process. We singled out E-learning among the modern methods of staff development of local self-government bodies. The use of E-learning is possible with the help of an educational platform in the field of professional training of civil servants, heads of local state administrations, their first deputies and deputies, officials of local self-government - Knowledge Management. Thus, the proposed tools allow local self-government bodies to increase the efficiency of human resource management, which will contribute to the economic growth of the territorial community as a whole.

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## **Дієві інструменти управління персоналом в органах місцевого самоврядування**

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**Анотація.** У статті досліджено сутність управління персоналом в органах місцевого самоврядування, яка полягає в забезпеченні оптимального кількісно-якісного складу, організації підвищення кваліфікації персоналу, досягненні раціонального ступеня мобільності персоналу в органах місцевого самоврядування. Обґрунтовано особливості управління персоналом в органах місцевого самоврядування шляхом узагальнення теоретичних основ. Досліджено інноваційні методи та інструменти управління персоналом, які прямо не передбачені законодавством, але відповідають йому. Визначено, що з метою ефективного управління персоналом варто приділяти увагу такому підходу до управління розвитком людських ресурсів як формування систем безперервного корпоративного навчання

**Ключові слова:** персонал, управління персоналом, органи місцевого самоврядування, територіальні громади

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