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THE TYPES OF PERSONNEL MONITORING IN THE SYSTEM OF PUBLIC ADMINISTRATION

The article studies the various types of monitoring in the system of public administration: monitoring of personnel policy, municipal monitoring, civic monitoring. The numerous types of personnel monitoring in the system of public administration are analyzed, among them there are: coordination monitoring in management, diagnostic monitoring, monitoring of activities; reactive and proactive monitoring; active and passive monitoring; feedback monitoring; statistical monitoring; sociological monitoring; conceptual monitoring; motivational monitoring; acmeological monitoring; professional monitoring; monitoring of civil servants' quality of life; personnel monitoring.

Key words: monitoring, personnel monitoring, cadres monitoring, types of monitoring.

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ТИПИ МОНІТОРИНГУ ПЕРСОНАЛУ В СИСТЕМІ ДЕРЖАВНОГО УПРАВЛІННЯ

У статті розглядаються види моніторингу системи державного управління: моніторинг кадрової політики, муніципальний моніторинг, громадський моніторинг. Аналізуються численні види моніторингу персоналу системи державного управління, серед них: моніторинг узгодження управління, діагностичний моніторинг, моніторинг діяльності; реактивний і проактивний моніторинг; активний і пасивний моніторинг; моніторинг зворотного зв'язку; статистичний моніторинг; соціологічний моніторинг; концептуальний моніторинг; мотиваційний моніторинг; акмеологічний моніторинг; професіографічний моніторинг; моніторинг якості життя державних службовців; кадровий моніторинг.

Ключові слова: моніторинг, моніторинг персоналу, кадровий моніторинг, види моніторингу.

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ТИПЫ МОНИТОРИНГА ПЕРСОНАЛА В СИСТЕМЕ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ

В статье рассматриваются виды мониторинга системы государственного управления: мониторинг кадровой политики, муниципальный мониторинг, общественный мониторинг. Анализируются многочисленные виды мониторинга персонала системы государственного управления, среди них: мониторинг согласования управления, диагностический мониторинг, мониторинг деятельности; реактивный и проактивный мониторинг; активный и пассивный мониторинг; мониторинг обратной связи; статистический мониторинг; социологический мониторинг; концептуальный мониторинг; мотивационный мониторинг; акмеологический мониторинг; профессиографический мониторинг; мониторинг качества жизни государственных служащих; кадровый мониторинг.

Ключевые слова: мониторинг, мониторинг персонала, кадровый мониторинг, виды мониторинга.

Постановка проблеми. The problem of objective assessment of personnel can be formulated using separate requirements for evaluation technology. In practice, the system of assessment and attestation that is in operation nowadays was perceived by civil servants as a simple formality. It almost did not affect their payment. Evaluation and certification results, as a rule, were important in resolving issues in dismissal of civil servants from their positions. The methodology of personnel monitoring is not yet sufficiently developed for practical application, only individual diagnostic procedures are used. In this case the system of personnel monitoring is to be theoretically developed regarding the issues of monitoring types.

Мета статті. The purpose of the paper is to analyze the types of personnel monitoring in the system of public administration.

Аналіз останніх досліджень і публікацій. The scientific literature investigates a fairly wide range of problems related to the processes of human resources management and public administration personnel in particular. The issues of monitoring in the system of public management were considered by Gbur Z., Reymers N., Reiterovich I., Rubtsov V., Semenov V., Teleshun S. and others. At the same time, the issue of introducing monitoring into public administration personnel requires its improvement and further research regarding the problems that arise, and, as a result, requires the efficient ways to overcome them.

Невирішені частини загальної проблеми. In the domestic literature, monitoring of public administration personnel is poorly investigated. Despite the fact that monitoring is one of the main issues in the organization and management, it becomes a significant area only with the adoption of new legislation.

There are three main categories of monitoring: monitoring of management processes (managerial monitoring), functional monitoring, technical monitoring.

The management process monitoring is implemented to collect and analyze data aiming to determine whether the tasks and activities are appropriate for the intended outcomes. This type of monitoring answers the question of what has been done, where, when and how it has been done.

Functional monitoring is provided to monitor the functions performed.

Technical monitoring includes an assessment of the strategy used to achieve the required results. It includes technical aspects of the activity, in particular – the measures that are to be taken.

To the indicated types of monitoring we add also the financial monitoring.

UNICEF experts identify two types of monitoring: situational and operational monitoring [18]. The situation is monitored, firstly (narrow context of its application), when it is necessary to draw conclusions on the influence of policy on the object of its implementation. Situational monitoring means (in its broader context) the early monitoring, monitoring of social and economic trends and broad country policy, economic or institutional context. Activity monitoring tracks progress in achieving specific goals and outcomes for planned plans or programs, projects, strategies and activities.

Monitoring can be: systematic/regular (scheduled); spontaneous (reaction to a situation, a problem). Foreign researchers distinguish the following types of monitoring: internal (carried out within the system or within a specific organization by their direct actors); external (carried out by aside/outside experts); current; preventive (to prevent possible problems); field (area) monitoring (data collecting at working places); desk (documentary) monitoring (collecting and analyzing information on regular reports, without addressing the working places); financial (including audit) and others [3, p.264].

Ukrainian scientists distinguish three main types of monitoring, which differ in such criteria as the number of users, the results of monitoring and the intensity of the use of monitoring data by users [14, p.35]. The first group includes monitoring oriented towards society as a whole. The purpose of such monitoring is the formation of public opinion on various problems of the society. The second group includes monitoring, focused on specialists in various fields of activity. At the same time, the number of teams of experts can range from several dozen to dozens of thousands. The third group includes those types of monitoring, the users of which are separate structures, heads of different levels, authorities, politicians, etc. The users of the similar types of monitoring receive ready-made information in the form of analytical reports, expert evaluations, recommendations, projects, etc. These documents are often closed and confidential.

Considering the problems of our research, we distinguish:

- types of monitoring applied in the system of public administration;
- types of monitoring applied in the personnel management system.

Among the types of monitoring that are used in public administration system, we include: monitoring of personnel policy, municipal monitoring, public monitoring.

1. Personnel policy monitoring. It is considered to be a method of cognitive and subject-practical activity, which in combination with other methods, provides a comprehensive, operational and adequate assessment of social situations for effective forecasting and development of optimal managerial decisions. The main purpose of such monitoring is to create conditions for ensuring immediate management impact on the development of the personnel situation in cases of its complication or detection of negative deviations. The prospects of this type of monitoring in the field of personnel policy within the governmental bodies (that will be in demand in the coming years) can be as follows [9]: motivation of professional development of civil servants and evaluation of its components; assessment of personnel potential of governmental bodies and problems of its development; assessment of the effectiveness of the national personnel policy in the system of civil service; assessment of the effectiveness of measures, methods, technologies in implementation of personnel policy and personnel management in government bodies; assessment of the effectiveness of state programs in the sphere of personnel policy; assessment of the problems

and their negative reveal in the system of civil service (e.g. bureaucracy, bribery, corruption, etc.) and the effectiveness of measures to combat them.

2. Rubtsov V. uses the term "municipal monitoring" (as monitoring in territorial communities). This term means "a set of procedures, a system of regular statistical reporting on the collection and analysis of information, conducting additional informational analytical surveys (population surveys, etc.) and assessing (diagnosis) the state, trends and severity of problems" [14, p. 24]. The monitoring is also carried out to evaluate the activity of servants of the executive authorities of local self-government bodies and the work of the Parliament [4].

3. As external, public monitoring can be identified. Dniprenko N. notes that at the normative and communication levels three concepts are used: public monitoring, public expertise, public control, which are used almost as synonyms [5, p. 3].

The researcher concludes that public expertise and monitoring are forms of public control, since they perform the narrower function in comparison with the control. The researcher examines the monitoring of the activities of the public bodies and gives the following definition: public monitoring is a systematic and comprehensive study of the activities of public authorities and local self-government bodies of civil society institutions. The actions of such monitoring are: study, observation, collection and accumulation of publicly important information, surveys, monitoring of mass media, monitoring of the results public authorities and local self-government bodies activity.

Public monitoring can be carried out through: tracking the process of implementing governmental policies, dynamics and trends, as well as the state of affairs in the relevant areas, according to predefined criteria; surveys of representatives of civil society institutions; collection and accumulation of other information, for example, analysis of media materials, etc. The purpose of public monitoring is to identify issues that require an operational solution. Among the criteria defined by N. Dniprenko for monitoring the activities of government bodies, the following are directly related to personnel: professionalism, competence in making decisions by executive authorities; executive discipline in the activity of executive authorities. Public monitoring is carried out continuously with a defined periodicity. The results of public monitoring should be the basis for decision making and consideration in further work during strategic planning, as well as the identification of priority areas of government activity.

Public monitoring as a powerful technology, unlike European practice, has not yet been institutionalized, so the task for academics and PR practitioners is to take measures to implement it [5, p.6].

The types of monitoring used in the human resources management (HRM) system include the following groups:

- monitoring of management coordination, diagnostic monitoring, monitoring of activities;
- reactive and proactive monitoring;
- active and passive monitoring;
- monitoring of feedback;
- statistical monitoring;
- sociological monitoring;
- conceptual monitoring;
- motivational monitoring;
- acmeological monitoring;
- professional monitoring;
- monitoring of the quality of life of civil servants;
- personnel monitoring.

1. Wills D. allocates 3 types of monitoring (according to the "input-output" procedures):

- monitoring of management coordination (emphasizing the importance of the "input", in particular, the role of resources, trying to prove that the existing system of provision meets some standards),

- diagnostic monitoring (requires regular tests and instant feedback);

- performance monitoring (includes measurement of both "input" and "output". The typical way to measure "output" is standard performance tests that allow you to explore a wider range of skills and abilities) [15].

2. Reactive and proactive monitoring is defined as the decision to start monitoring the activities of an employee. As a rule, it is taken for two reasons [16, p. 3]:

- reactive research (something negative has occurred or there is a suspicion that something has happened or should happen). The organization has grounds for researching an employee or group of employees. A reactive monitoring decision is made when an investigation is to be conducted and an employee is to be monitored. The reactive solution is aimed at quick solving of current problems in the organization's activities. The mechanism of reactive monitoring involves actions of employees according to the relevant instructions (regulations, handbooks);

- proactive defense strategy – the organization seeks to improve its internal "defense" against internal threats, to ensure compliance with company policies, and to raise awareness of what's happening within the company. Proactivity is the prediction of events, the initiation of changes, the desire to keep the organization under control [10].

Proactive monitoring aims to provide predictive knowledge about the organization's development. Proactive monitoring is much more complicated than a reactive investigation of the employee's actions.

3. There are also active and passive monitoring. Active monitoring [16] involves the active use of its results (data) for reviewing, reporting and preservation. Passive monitoring [16] involves tracking employee performance based on the data found in employee logs. This does not mean collecting data, reviewing, reporting or storing it. The main thing is the emphasis on activities.

4. Orzhel O., in studying the effectiveness of personnel training, updates the external evaluation of the quality of learning through the organization of feedback monitoring. Several technologies have been developed in the field of feedback monitoring, using two types of data: official reporting and data obtained as the result of sociological procedures [12, p.139].

5. The statistical monitoring of personnel operates with such quantitative data as the number of specialists, the variability, the professional structure of the personnel of the units, the level of education, etc. The result of statistical monitoring is the projected number of potentially necessary specialists according to the indicators of their saturation in the bodies of regional public administration system.

6. Sociological monitoring involves a comprehensive analysis of all professional and personnel processes, and their measurement over time. Sociological monitoring is measurement, generalization, analysis of the necessary information about the studied object, phenomenon, process, and sociological monitoring of professional development and personnel processes of the system of public administration. It is first of all observation, fixation and evaluation of the material received. With his help one can draw some conclusions on the most probable trends and contradictions in the development of public management system [8, p. 27]. Sociological monitoring in the personnel system has a number of indicators. They are: the level of professionalism of civil servants and the level of its perception (the perception of the professionalism) by the population; the level of knowledge, skills and abilities of civil servants, as well as their personality-professional

characteristics; the level of demand for knowledge in the system of civil service; the level of demand for additional professional training and various forms of education, the ratio of professional development to officials, etc. [8]

Information about sociological monitoring is based on the assessments and judgments of some definite people, it is not official, but the role it plays is significant. Sociological monitoring involves a set of procedures that allow you to form a coherent presentation and to identify the dynamics of the system of advanced training development, to guarantee the preservation of the quality of training and to become one of the most important elements of its management. The main objective of sociological monitoring can be defined as the creation of a system of information support (of both qualitative and quantitative nature) of the changes in the effectiveness of personnel training [11, p.54]. Today, it is mandatory to monitor EU educational programs, including programs for civil servants.

7. Conceptual monitoring is based on the methods of expert estimation of forecasting and typing of personnel resources; it includes the creation of models of "Employment tree", "Tree of professions", "Tree of specialties and qualifications", the definition of real and predictive indicators. Conceptual monitoring, according to T. I. Klyuchenko, solves the problem of synthesizing new information by transforming "implicit information" into "explicit knowledge" on the basis of comparison of direct and indirect data [6, c. 14]. The acquiring of fundamentally new information is provided by monitoring research of the external business environment, both direct and indirect.

8. Motivational monitoring is a system of continuous monitoring and monitoring of motivation in activity for the purpose of its operational diagnostics and evaluation in the dynamics, the adoption of skilled management decisions in order to increase the efficiency of "production". Motivational monitoring should help to identify the mechanisms and incentives of influence to the behavior of specific employees in order to achieve their goals and objectives of the organization [2].

7. Acmeological monitoring of personnel in the system of public administration is purposeful, continuous, scientifically grounded, technological process of research, evaluation, acmeological support and forecasting of quantitative and qualitative changes in conditions, process and results of management activities, their dynamics, which provides an increase in the quality of public administration personnel. Acmeological monitoring is a prerequisite for providing self-movement to the top of the professionalism of managerial personnel, carrying out an analysis of the quality of the initial system of professional training, creating the acmeological conditions for self-realization of the individual, stimulating personal and professional development and self-development. The essence of acmeological monitoring of public administration personnel is in the analytical-research, evaluation-criterial and prognostic-advanced mechanism, which ensures the continuity of the process of assessing the quality of objects, the adoption of managerial decisions [1].

8. Occupational and graphic monitoring is a new direction of management, associated with the use of experts in the process of evaluation. It is defined as a process of continuous, scientifically substantiated, diagnostic and prognostic, plan-activity monitoring on the state and change of indicators of professional formation of a specialist with the aim of the most optimal choice of educational tasks, as well as methods for their solution [13].

9. Monitoring the quality of civil servants' life. This type of monitoring is widely used in Europe and is caused with: firstly, high budget deficits of government institutions; secondly, demographic changes, in particular – an increase in the proportion of pensioners in the public administration system; finally, European integration, which requires the free movement of the

majority of civil servants (the decision of the European Court), and also affects national public services and the social status of civil servants [17, p. 2].

10. Together with the mentioned types of monitoring, the term "personnel monitoring" is used in the literature on public administration as a process of systematic or continuous collection of information about the potential of the staffing of the organization [7]. At the same time, with regard to the personnel potential, we mean its formation, implementation and development. Personnel monitoring is carried out by assessing the status of the personnel resource in specific periods of time and space, appropriate in terms of adequately reflecting the process of performing tasks and functions by the object of staffing and the degree of influence on this process by actors on the basis of reasonable parameters. Personnel monitoring functions are: modeling of activity, substantiation of parameters of estimation of the status of personnel resources, estimation of the status of personnel resources, evaluation of the effectiveness of activities, compilation of proposals for the provision of effective activities [7, p. 162]. At the same time, the objects of the personnel monitoring are executives of executive bodies, personnel departments; structural divisions and officials; the effectiveness of the objects. Kozlovsky V. determines the content of personnel monitoring as the boundaries of human resources, the outcome of which will lead to the failure in performing tasks, unreasonable costs of resources and will develop the measures to prevent such levels [7, p. 161]. The mentioned types of monitoring are not exhaustive and need their further investigation.

Висновки. Thus, the most important condition for the effective functioning and development of the public administration system is the effective use of personnel. Therefore, there is the necessity in the development of its theoretical aspect – in particular – the study of the types of monitoring. That will create conditions for continuous monitoring and will foster the quality of recruitment, selection, promotion, and professional growth. The further research can be provided in solving the tasks of implementation of various types of personnel monitoring.

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