HR Policy in Public Administration as an Element of Sustainable Regional Development

Elena Kulikova*, Olga Durandina and Elena Molokova
Ural State University of Economics, Yekaterinburg, Russia

Abstract. In the course of regional development of any territory, the infrastructure of public administration bodies is crucial, ensuring the strategic development of the territory, its priority areas and a system of interaction organized at the local level. The personnel issue plays an important role in the formation of the territory's sustainable development. It is the success of the public administration teams work that ensures the growth of the investment attractiveness of the territory, the formation of its competitive ability and, as a clear consequence, success in strategic growth and achieving the planned economic indicators. The paper considers issues of effective HR management in public administration. Effective HR management in any public authority and at all levels is impossible without a certain personnel policy. Accordingly, the main elements of the interpretation and formation of HR management are considered in our research.

1 Introduction

The current economic situation requires the strategic development of Russia's territories. With the post-pandemic conditions and the uncertainty of economic processes, personnel policy in public administration (human resource) is becoming increasingly important – this is one of the conditions for reforming society and uniform sustainable strategic development of territories. At the same time, the definition of personnel policy in HR management is ambiguous. Thus, domestic management allows for a discretionary interpretation of personnel policy: in a broad and narrow sense.

Yu.G. Odegov defines personnel policy in a broad sense as "... a system of rules and regulations on the basis of which the main activities (tactical moves) for HR management are planned and coordinated with a common understanding of the goals and objectives of the entity" [5, p.12]. In a narrow sense – as "... a set of specific rules, wishes and restrictions in the relationship between an employee and an entity (for example, hiring staff only with a completed specialized education and computer skills)".

In Switzerland, the personnel policy in state bodies is aimed at attracting representatives ("representation in the state bureaucracy") of cultural minorities to the service. The importance of this problem is determined by the fact that there is no common language and national culture within the Swiss Confederation. Switzerland has three leading Euro-

* Corresponding author: eskulikova@mail.ru

© The Authors, published by EDP Sciences. This is an open access article distributed under the terms of the Creative Commons Attribution License 4.0 (http://creativecommons.org/licenses/by/4.0/).
continental ethnic groups, each of which is joined by neighbouring large countries with a
similar mentality. Therefore, when selecting candidates during the recruitment, emphasis is
placed on the observance of the equal rights of minorities.

In the Russian Federation, the main principles of personnel policy in the public service
are openness and competitiveness [2].

2 Methods and materials

One of the tools for implementing the personnel policy is HR management. HR management
is nothing more than the activities of authorized bodies aimed at implementing the personnel
policy. The content and direction of the personnel policy are constantly changing in terms of
the goals and objectives set, therefore, the organization of HR management is also changing.
Along with that, stable and long-term main features are preserved, they constitute the basic
principles of the organization of HR management.

The main purpose of HR management is to ensure fulfilling the tasks of the entity (and
state bodies are no exception). Based on the goals of HR management, its following functions
are traced [4]:
- personnel planning – determining the need for personnel depending on the entity's
strategy, searching for specialists, creating a reserve of personnel;
- staffing - selection of a sufficient number of citizens that meet the qualification
requirements;
- further professional development of personnel;
- appointment to positions;
- motivation of professional activity;
- formation of a reserve of managerial personnel, including career planning;
- conducting and analyzing performance appraisals;
- training, retraining and advanced training of personnel;
- planning the use of personnel and transition to another job;
- organization of HR records keeping – preparation and execution of personnel documents
(contracts, orders, work-record books, etc.), organization of work with them (registration,
control, current storage, file register, evaluation, preparation and transfer to the archive).

In other words, HR management is the activity of the subjects of personnel relations for
the implementation of personnel policy, including the organization of work with personnel,
technologies, ways and methods of its implementation.

3 Findings and Discussion

In a state body, HR management is carried out by the HR office. The formation of personnel
services in state bodies was slow and difficult for some reasons. There were no uniform
standards for the activities of HR offices, the professional level of specialists was insufficient

Today, as practice shows, HR management remains the main functionality: registration
of documents for admission and dismissal, maintaining the staffing table, personal files,
work-record books, registration of vacations and business trips. HR offices also ensure that
the procedures provided for by the current legislation on the public service are carried out:
conducting official inspections, competitions, certifications, qualification exams. In addition,
these units implement measures aimed at combating corruption – prepare plans and reports, collect and analyze information on the income and property of civil servants and their family members, ensure meetings of relevant
commissions, organize professional development of civil servants, monitor compliance with
the requirements of the legislation on the public service.
Reforming the civil service required expanding and deepening the tasks, increasing the number of functions assigned to HR managers. In Federal Law No. 79-FZ "On the State Civil Service of the Russian Federation" dated from July 27, 2004 (hereinafter No. 79-FZ), the list of functions was increased to 19 [2]. The HR office status is being increased. The content of HR management is expanding and requires additional regulation at all levels of the hierarchy.

Effective performance of HR management provides for knowing modern HR technologies by employees of HR offices.

HR technologies in the civil service are a set of actions, methods and techniques aimed at implementing the personnel policy of a state body [14].

HR technologies can be divided into 2 groups: traditional and innovative (Figure 1).

![HR technologies](image)

**Fig. 1.** HR technologies in the executive authorities*

* Written by the author

Let's consider these technologies in more detail.

Traditional HR technologies include:

Personnel planning is "providing an entity with the necessary number of qualified personnel, assigned for specific positions at a specific time... and ... able to perform current and long-term tasks". Personnel planning is carried out by the HR office in close cooperation with the employer's representative to implement the personnel policy in any entity, including the civil service.

Personnel is the full staff of employees. The personnel is characterized by structure and number. In previous years, the opinion was often voiced that "personnel decide everything". The staff is, first of all, people, the main group of qualified specialists and employees with whom employment contracts are concluded for performing certain employment duties. In this regard, the concepts of "personnel" and "staff" are identical [14].

In general, personnel planning allows us to answer the following questions of personnel policy: the number and qualifications of civil servants necessary to ensure the powers of a state body for the short-term; the possibility of optimal use of the abilities, knowledge and experience of each; issues of optimizing the number of personnel; ensuring the development of personnel potential following new tasks; the costs of carrying out a particular personnel event [14].

The evaluation and selection of citizens for service is forming the motivation and desire to work in the entity. The evaluation object is a candidate's qualities and abilities, and his/her
possibility of their effective application in future activities. The evaluation criteria are set by the head of the entity, the activity specifics are taken into account.

The candidate must meet the stated requirements of the executive authority. Verification of candidates is carried out by authorized officials: HR pros, medical workers, psychologists, employees of the security agency, etc.

Certification is determining a civil servant's compliance with the position by appraising his/her professional performance.

The competition for a position is a "special procedure for determining the most appropriate candidate from among the candidates for the position."

The official regulations are a regulatory document according to which employment activity is carried out, aimed at optimizing and improving the efficiency of a civil servant's work.

The qualification exam is conducted for assigning a civil service grade on the initiative of the civil servant to assess the knowledge, skills and abilities of a state civil servant by a competitive or attestation commission [11].

The reserve of personnel is "... a specially formed group of employees who meet the requirements for managers of a certain level in their qualities, who have passed the selection procedure, special managerial and professional training and are capable of leading activities" [12].

The rotation is "... a planned official transfer of an employee or a significant change in his/her official duties to increase efficiency and reduce the risk of corruption components by appointing civil servants to other positions" [11].

In modern realities, personnel technologies in the civil service must meet certain requirements:
- efficient and economical use;
- uniformity and adaptability to the specifics of the civil service;
- stimulating constructive ideas;
- increasing the civil servants' receptivity to innovations.

These criteria can be met by innovative HR technologies that represent "... the latest or modernized ways of interacting with personnel that provide an incremental effect" [11].

Innovative HR technologies in state bodies are aimed at improving the level and ability of personnel to solve the tasks of effective functioning and development of the executive body.

4 Conclusions

Innovative HR technologies include:

HR management in executive authorities is a set of measures that allows developing and implementing an effective system of personnel retention, management and control while creating a positive image of a state body. With this approach, managing and working with personnel are considered as HR management, which is at larger levels (regional, national, international) " [12].

In the state bodies, this approach will have the following specific features:
- developing the creative component and initiatives of civil servants;
- reducing the decision-making time without compromising the quality of decisions;
- functional division and cooperation of labour, team spirit;
- a favourable moral and psychological climate, reducing the level of stress, ensuring a high level of civil servants' cultural education.

The competence-based approach is the assessment of personnel not by "narrow" qualifications, but by their competence, by the range of possessed skills and knowledge that
can be applied in various fields of activity. "Competence is a set of some personal characteristics, properties, abilities, skills and motivational features that a person must have to successfully work within the specified competencies of a particular position or company as a whole. The main components of competence: knowledge, skills and abilities, personal and business qualities, motivational and target settings, experience" [13].

Outplacement is "... a technology that allows employing dismissed personnel in some other place in certain terms and under certain conditions. Outplacement is used when there is a large reduction in personnel and includes the employer's assistance to the dismissed person in the form of a prepared CV and a letter of recommendation" [10].

Assessment – conducting business games with government employees on current topics. This method can be used both to assess the competence of existing civil servants and to develop a multi-disciplinary approach to solving the problem and to conduct a competition for admission to a civil service position [9].

The polygraph is used when someone appointed to a position. The polygraph checks the candidate for a criminal record, bad habits, connection with criminal structures, etc. In many structures, this is part of the corruption prevention check [8].

Information technologies are "... a set of methods, production processes and software and hardware combined in a technological chain that ensures the collection, processing, storage, distribution and display of information to reduce the complexity of using an information resource, as well as increase their reliability and efficiency" [7].

Information technologies are used to manage the organizational structure, maintain personnel records, work with the personnel reserve, etc. (Figure 2).

Mentoring is "... a technology for transferring knowledge, skills and attitudes from a more experienced person to a less experienced one... " [3].

Mentoring structure [3]:
- the object of training (what information should be conveyed to the young employee);
- subject of training (young employee, "student", "protégé");
- mentor (responsible for training).

Mentoring methods: instruction, explanation, development.

The use of HR technologies in the public service should be carried out on a regulatory basis, which gives them legitimacy. That means [4]:

---

**Fig. 2.** Information HR technologies [6].
- regulation of the activities of HR offices;
- accessibility and clarity of the applied HR technologies;
- HR technologies should not violate the fundamental rights and freedoms of employees enshrined in the Constitution of the Russian Federation;
- the use of HR technologies by employees who are entrusted with this activity.

Thus, HR management in the public service is the activity of management bodies, HR offices and officials to implement the personnel policy of the state body. The main goal of HR management is forming such a personnel potential that would professionally allow for the sustainable development of any territory.

References

4. E.V. Lavrov, S.A. Asriev, Modern high technologies 2, 121 (2017)
8. D.S. Saralinova, Young Scientist 12, 432 (2016)
