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COUNTERING THREATS TO EFFECTIVE MANAGEMENT OF PERSONNEL POTENTIAL IN THE PUBLIC ADMINISTRATION SYSTEM

ABSTRACT

The main purpose of the article is to identify and organize the main threats to the effective management of personnel potential in the public administration system. The object of the study is the personnel potential management system. The main scientific task will be to identify and organize the main threats to the effective management of personnel potential in the public administration system for a better understanding of which measures should be prioritized and which should not. The research methodology involves the application of modern econometric methods to achieve the set goal in the form of identifying and organizing the main threats to the management of personnel potential in the public administration system. The importance of the study of the theoretical and methodological principles of personnel management in the system of public administration has been proven. The key aspects that reveal the essence of human resource management in the public administration system are characterized. The importance of the human resources management system for public administration is proven. The key aspects of the influence of personnel potential management elements on the public administration system are determined. As a result, the main threats to the effective management of personnel potential in the public administration system were identified. As a result of the study, the main threats to the effective management of personnel potential in the public administration system were sorted out. Thus, it has been established which threats require an operational response, which are tactical, and which are strategic. The study has limitations and is manifested in the failure to take into account all possible threats to the management of personnel potential in the system of public administration. In our study, only a number of internal threats to the management of personnel potential to the system of public administration were taken into account. Further research should be devoted to countermeasures and external threats to the effective management of personnel potential in the public administration system.

Keywords: threats, management, personnel potential, public administration, modelling, streamlining, counteraction

JEL Classification: H83

INTRODUCTION

At the present stage of organizational development, the formation and development of human resources become a prerequisite for gaining stable and leading positions. The quality of the workforce has a direct impact on competitive opportunities in the public administration system and is one of the most important areas for creating advantages. Thus, in modern conditions, it is the personnel that turns into a strategic resource in the system of public administration. At the same time, the possibility of achieving strategic goals in the system of public administration is determined not so much by the availability of personnel as such, but by a combination of professional and personal qualities, intellectual and creative abilities of personnel, which in fact constitute the personnel potential in the system of public administration. Thus, the formation of human resources in the system of public administration and its effective use is the most important strategic direction of personnel management. The object of strategic personnel management in the system of public administration is its personnel potential.

The main task and result of strategic personnel management is the formation and effective use of human resources in the public administration system. As an object of strategic personnel management, personnel potential can significantly affect performance, provided that all the tools of the personnel management strategy - recruitment, selection, adaptation, career promotion, assessment and motivation of personnel, are combined into a holistic program, which is an unknown element of the personnel management strategy in the public administration system. The implementation of this approach will provide strategic advantages in the labour market.

The development of personnel potential for public administration is the main condition for accelerating scientific and technological progress, increasing the efficiency of management, improving industrial relations, and solving social problems in the public administration system. This is natural, since people create and use the means and objects of labour, organize and carry out the process of public administration. In the modern conditions of an innovative economy and the dominance of information technology, the personnel potential of public administration plays a crucial role in achieving strategic goals, since not only products are created due to the skills, abilities and experience of employees, but also numerous ideas are generated that can become a source of benefits for public administration. Therefore, in order to increase the efficiency of the use of personnel potential, employees in the public administration system should constantly plan a personnel policy aimed at improving the qualifications of employees and their level of commitment to the interests of the population.

The personnel potential of an individual employee in the system of public administration as a whole is variable. The work capacity of a person, accumulated in the course of labour activity, the creative abilities of an employee and his experience increase according to the degree of development and improvement of knowledge and skills, health promotion, improvement of working and living conditions. But they can also decrease if the state of health of the employee worsens, the work regime intensifies, there are conflicts in the team of workers, confrontation between workers and the administration.

The successful functioning of any public institution, regardless of the services it provides, requires efficient and qualified personnel, competent and able to manage the production process. The object here is such aspects of production and economic activity as the formation and use of the composition of workers, their placement in the process of regulation and use of human labour and the movement of personnel in order to ensure maximum susceptibility of the team to the requirements of scientific and technological progress, improve the qualitative composition of the labour potential, material and moral interest, as well as public-administrative methods of influencing labour potential.

One of the key factors in improving the efficiency of activities in the public administration system is the attitude towards personnel. In order to have highly qualified specialists who form the core of the public administration system, to create an incentive for them to work effectively, managers are forced to use the personnel potential management system. Personnel potential is labour opportunities in the system of public administration, the ability of staff to generate ideas, their educational, and qualification level. Human resources management should contribute to the streamlining, preservation of qualitative specifics, improvement and development of personnel in the public administration system.

LITERATURE REVIEW

As noted in the leading scientific and practical literature [1-4], the personnel potential in the public administration system should be assessed from different positions depending on the quantitative characteristics, the set of which is determined by the personnel service when planning and developing methodological recommendations on methods, evaluation criteria human resources in the system of public administration.

Not infrequently, scientists note [5-9] that the effectiveness of assessing human resources for their functioning and development depends on the effectiveness of the mechanism for assessing modern threats used in the public administration system. The mechanism for assessing human resources in the public administration system should take into account modern threats. It allows you to link a set of measures that need to be implemented to assess the human resources potential in the public administration system.

In the literature [10,11], it is not uncommon to find theses that the difference between the analysis of labour resources and human resources lies in the fact that when analyzing human resources, one should use not only the results of an assessment taking into account threats but also conduct a detailed analysis of the qualitative characteristics of employees public institutions, their capabilities and abilities, as well as to determine the factors influencing the qualitative characteristics of the staff and calculate the reserves for improving the efficiency of the use of human resources in the public administration system. In order to qualitatively characterize the human resources potential, it becomes necessary to apply econometric methods in the system of public administration.

Scientists [12–15] when analyzing the indicators of human resources in the system of public administration, we usually lose the essence of the indicators of the individual potential of an employee. And only the analysis of the totality of individual indicators of each employee, as well as the generalization of data in combination with the analysis of indicators that we can calculate mathematically, will give us a complete picture for assessing the human resources potential in the public administration system. To this end, it is necessary to analyze taking into account such components of human resources as health, morality, creativity, activity, organization and composure, education, professionalism, working time resources in the public administration system.

AIMS AND OBJECTIVES

The main purpose of the article is to identify and organize the main threats to the effective management of personnel potential in the public administration system. The object of the study is the personnel potential management system. The main scientific task will be to identify and organize the main threats to the effective management of personnel potential in the public administration system for a better understanding of which measures should be prioritized and which should not.

METHODS

The research methodology involves the use of a number of theoretical methods for the analysis and systematization of theoretical and practical information on the management of human resources in the system of public administration. However, the main method in our methodology is the theory of graphs and relationships, which was accompanied by the method of hierarchical ordering to achieve the goal.

The hierarchical ordering methodology is useful in our study since we aim not only to identify the main threats but to order them in such a way as to demonstrate which of them are more threatening and which are not.

RESULTS

The staff of public institutions today comes to one of the first places in importance, top managers or owners today are beginning to realize that the staff is the most important subsystem of public administration and the efficiency of work as a whole depends on its effective work.

Human resources management in the system of public administration is the most important function of any public institution. The most appropriate personnel management allows to ensure the achievement of competitive advantages, labour efficiency and maximum labour efficiency of the staff. In modern conditions, personnel potential should be considered as the total capabilities and abilities of employees necessary to carry out actions that provide a strategic advantage over competitors. Most public institutions do not have a system for developing and implementing management of personnel potential programs in the public administration system. It should also be said that the accumulated human resources in themselves are not the final solution to all the problems that arise in the process of managing. For the public system, a situation can also be dangerous in which the personnel potential has increased excessively, that is, amounts exceeding the level of economic feasibility have been spent on its growth. In this regard, the problem of managing the professional development of human resources is twofold.

Currently, there is a need to improve the efficiency of public management bodies. The effectiveness of any activity means the ratio of its results and material, labour and other resources spent on their achievement. The concept of "personnel potential" reflects the resource approach of socio-economic development. The personnel potential of public servants reflects the type of resource that implements functions to achieve the development goals of the respective organizations. The dynamism of socio-economic processes taking place in the conditions of socio-political transformation presents the authorities with the task of constantly developing the personnel potential of their employees, who would be able to professionally and timely respond to the demands and tasks of the external environment, taking into account the creative approaches of innovative management in their activities. In this, it is the prospective goals of the development of the public service that determine the system of personnel policy of the power structures, which ensures a strategic approach to management.

It should be noted that the need to develop human resources is determined primarily by the fact that certain qualities, abilities and capabilities of employees can be both involved and not involved in labour activity, that is, they are flexible

entities that have the ability to develop and change. Management of this development should be carried out constantly, taking into account the dynamics of the evolution of the organization, both at the stage of formation and in the process of using human resources.

When forming and developing personnel potential, it is necessary to be guided by both general principles of management, basic principles of construction and functioning of the public administration system, and private principles. One of the goals of the personnel policy of public administration bodies is the formation and development of the personnel potential of public authorities, which includes panoramic thinking, professional competence, responsibility and activity. The personnel potential of public administration bodies, in a broad sense, determines the success of the introduction of innovations in all spheres of activity and the solution of emerging socio-economic problems that ensure stable growth and socio-economic development of the country and regions.

There are the following functions of human resource management in the public administration system: planning is the main management function, which involves forecasting, defining goals, strategies, policies and tasks of a particular formation; organization as a management function aimed at the formation of control and managed systems, as well as connections and relationships between them; motivation is the process of motivating employees to meet their needs and achieve the goals of public administration; control is a system of monitoring and checking the compliance of the functioning of the public administration system with established standards and other norms. The results of the analysis and assessment of human resources are the basis for substantiating its strategic development. It is this opinion that makes it possible to take into account the long-term nature and the need for forecasting in the process of developing human resources in the public administration system in the personnel formation management model. Thus, the proposed concept means the rejection of reflexive step-by-step reactions to competitive threats and is based on preventing the formation of conditions for the accelerated evolution of human resources.

To increase the efficiency of human resources management, it is necessary to regularly participate in the management of not only personnel services but also heads of structural units, the exact distribution of job functions between all participants in personnel management. And also, the fact that the effective use of human resources directly depends on the ability of the public administration system to translate its goals into reality, which depends on the use of the entire amount of physical, moral, professional qualities of the members of the labour collective.

For talented and creative people in the public administration system, meeting the needs of a high order is of great importance. The employee realizes that he has a special, important job. Increases his self-esteem recognition of the achievements of the employee by the employer. For example, the public administration system offers an employee reward program for good ideas or improvement projects. It includes a system of measures to reward and encourage both colleagues and management. Self-actualization is associated with employees realizing their potential to the maximum.

Financial support can be presented in the form of aggregate funds allocated to finance activities in the field of personnel management. In public activities, it is necessary to create a reliable system for accumulating and attracting funds aimed at developing the professional qualities of leading employees and motivating staff payments. Its effective use will ensure the return of capital in the future and stimulate economic growth, which is one of the key tasks of the current stage of development in the public administration system. Information support of the system of management and development of personnel potential is a set of implemented management decisions in terms of the volume, placement and forms of organization of information that circulates in the personnel management system and during its operation. It includes operational information, information on headcount planning and professional recruitment, regulatory and reference information related to the regulation of job duties, labour protection, labour rationing, classifiers of technical and economic information and document systems (unified and special) related to ensuring the effective use of working time, the use of effective systems of material and moral incentives for labour in the system of public administration.

Not only such indicators of the organization, personnel costs, but also, in general, the prospects of the public administration system depend on the results of personnel planning and personnel potential. In our opinion, in a turbulent economy, every system of public administration should have such personnel potential that, in the conditions of any local or national crisis, will contribute to its stabilization and development. Human resources planning allows the public administration to form an effective team that is able to withstand any external negative influences, thereby increasing resilience as a whole.

Motivational factors are components of the system of interest in achieving economic performance. These may be factors of a different nature, under the influence of which a motivational action takes place. And since the motivational behaviour of employees is formed under the influence of various factors, including the content of work, recognition by others, awareness of their achievements, an objective assessment by management, the desire for career growth, a sense of responsibility, self-realization in work, it is recommended to conduct motivational monitoring of their personnel. This will provide

up-to-date information necessary for making timely management decisions in the public administration system. On the one hand, the labour motivation system will determine the qualitative composition of human resources, and on the other hand, it will be adapted to the parameters of the existing human resources and will contribute to its development in the public administration system.

The components of the personnel potential characterize: psychophysiological opportunities for participation in socially useful activities; rationality of behaviour; availability of knowledge and skills necessary to fulfil certain obligations and types of work; supply in the labour market. The listed components lead to the fact that it is the personnel potential that is characterized by the greatest activity and the least predictability of development in comparison with other elements of the resource system. The personnel is not a passive object of management, it actively changes itself, its personal and professional characteristics, attitude to work, management and the enterprise as a whole.

In forming human resources in the system of public administration, it is advisable to investigate and take into account the negative impact of modern threats.

For each threat to the management of human resources in the system of public administration, its mathematical designation is determined (Table 1).

Table 1. List of threats to the management of personnel potential in the public administration system and their mathematical notation.

| Mathematical notation | Threats |
|-----------------------|---|
| T_1 | Underfunding of the public administration system |
| T_2 | Digital illiteracy of public administration workers |
| T_3 | Post-Covid Consequences |
| T_4 | Low innovation activity |
| T_5 | Consequences of war on the territory of Ukraine |
| T_6 | Ineffective information policy |
| T_7 | Decrease in socioeconomic indicators |

We build graphs of links between threats to the management of personnel potential in the public administration system (Figure 1).

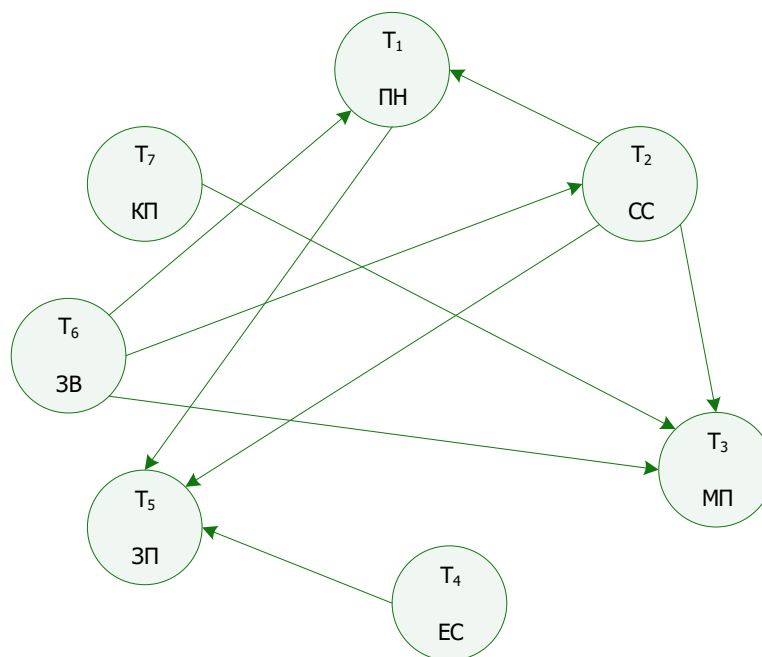


Figure 1. Graph of connections between threats to the management of personnel potential in the system of public administration.

Based on the graph of links between external threats (Figure 1), we form a binary dependence matrix (Table 2).

Table 2. Binary dependency matrix.

| | T ₁ | T ₂ | T ₃ | T ₄ | T ₅ | T ₆ | T ₇ |
|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|
| T ₁ | 0 | 0 | 0 | 0 | 1 | 0 | 0 |
| T ₂ | 1 | 0 | 1 | 0 | 1 | 0 | 0 |
| T ₃ | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| T ₄ | 0 | 0 | 0 | 0 | 1 | 0 | 0 |
| T ₅ | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| T ₆ | 1 | 1 | 1 | 0 | 0 | 0 | 0 |
| T ₇ | 0 | 0 | 1 | 0 | 0 | 0 | 0 |

The second level of the hierarchy is T₂ - Digital illiteracy of public administration workers. Without further intermediate calculations, it is possible to form a model (Figure 2) that characterizes the priority of the impact of threats to the management of personnel potential in the public administration system.

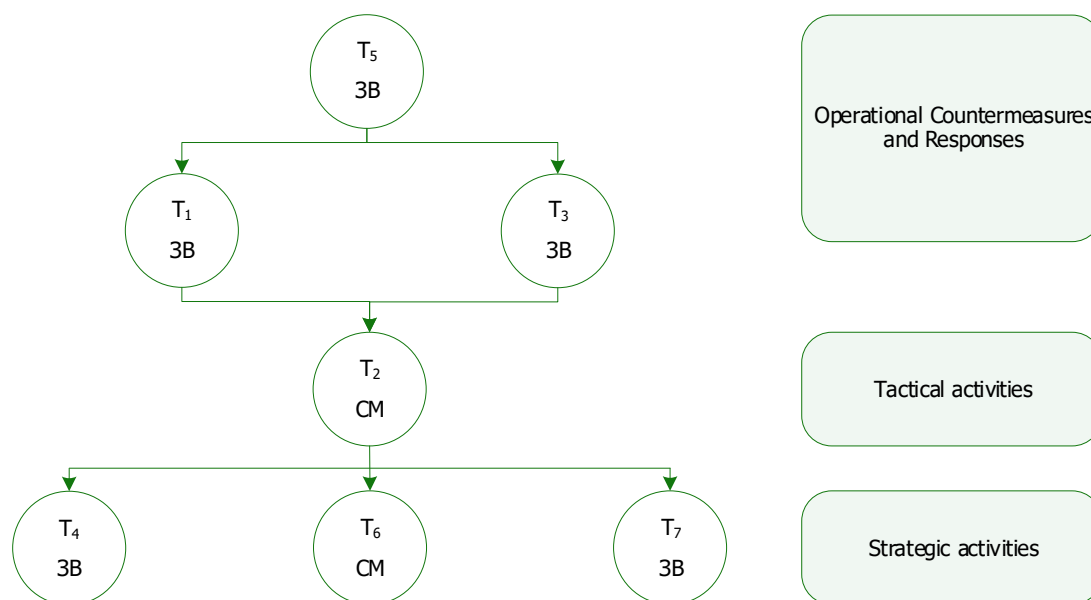


Figure 2. The model of the impact of threats to the management of personnel potential in the system of public administration.

The experience of working with personnel shows that ensuring a high level of quality of employees and creating a positive climate in teams are important factors in the efficiency of production and the competitiveness of services. The intensification of innovative activity is the merit, first of all, of its employees. New jobs are emerging that require a system of public administration of highly qualified personnel capable of working in the conditions of new technologies. Today there is a need to form a new effective system of work with personnel, a new personnel policy is needed, which should be implemented by professionals.

In order to increase the level of human resources in the system of public administration, in addition to the desire, skills and capabilities of the employees themselves, it is necessary to coordinate and purposeful work of the management of the economic entity, which should be aimed at legal, social and information support of human resources, development and advanced training of employees, mechanism incentives for personnel in the system of public administration. Such provision of personnel potential is the so-called protective shell of its personnel because each employee will be able to better realize himself as a specialist, knowing that there is an effective system of legal support in the public administration system.

DISCUSSION

When discussing the results of the study, one should compare them with similar scientific achievements of leading scientists. The presence of a strong human resources potential for any public administration is a primary condition for achieving

its strategic goal. It is a competitive advantage that reduces the organization's dependence on environmental factors. During the period of changes, when the old methods of management are changed by the methods of market regulation, the systems of economic relations (this also applies to the personnel management system) are radically adjusted both at the level of the formation of human resources and at the level of its use. In modern conditions, the existing personnel management system provides an opportunity to develop a new, more flexible strategy for developing human resources in the public administration system, which can radically change the personnel management system as a whole [16-17].

Comparing with other results of the study, it should be noted that most scientists [16-19] singled out for the most part the threats of the internal environment of functioning and paid little attention to the external. In our case, attention narrows to the external environment and the threat that it poses.

The process of formation of personnel potential consists in certain studies, of two most important components - models of formation and methods of formation. The formation model is understood as an abstract system for the formation of personnel potential, which serves as a model in practical work with personnel. The model in other studies, the formation is based on the most important characteristics of the staff, the goals of activity in the public administration system, the features and leading functions of managers [18].

To date, various concepts of personnel management have been highlighted in the scientific literature and applied in practice: human resources management, civil servant management, human capital management, personnel management. The practical solution to the tasks of managing the personnel potential of public authorities is the basis of the implementation of the personnel policy of the public service, as the constituent elements of which are understood as: employment policy, training policy, labour relations policy, remuneration policy, welfare policy.

The high intellectual level of an enterprise in any field attracts talented people, which makes it possible to create a unique combination of professional abilities, which creates the core of human resources in a highly competitive public administration system. Since the methods of building human resources in the public administration system are based on the principles of legal regulation and standards of human resources management, the systematization of the principles of using human resources in the public administration system makes it possible to determine the conditions for the formation of an effective personnel management system [19].

Discussing the results of our study, it should be noted that as a result of the study, the main threats to managing the human resources potential of the public administration system were ordered. Thus, it has been established which threats need a prompt response, which are tactical, and which are strategic.

CONCLUSIONS

Summing up, it should be noted that the instability of social development and the deep transformations of the economic system of our state led to the restructuring of the entire public mechanism in the system of public administration, which is expressed in a change in the proportions between elements, the formation of new and destruction of old ties, the reassessment of traditional development guidelines. Analyzing global development trends, it is necessary to single out the basis for the formation of the human resources potential of modern public institutions - personnel. The development of the concept of human resources management is turning into one of the important trends, which is in the closest relationship and interdependence with other main areas of the general evolution of managerial thought: the transition from traditional management principles to new ones (partnership, humanization, etc.); application of the personnel planning and reservation system; development of computer and telecommunications support for management processes and their virtualization in the public administration system.

An important feature of the potential of modern public institutions is their informatization, which is closely related to human resources. Communication is realized through the processes of accumulation and processing of commercial information by personnel in the process of public administration. Thus, the value of human resources is determined by the information flows generated by them in the system of public administration. In the conditions of the current post-crisis and post-war state of the economy, the issue of the practical application of certain methods for improving the management of human resources, which allow the public administration system to achieve strategic goals, becomes especially important.

We have identified and ordered the main threats to the management of human resources. As a result, this kind of orderliness determines the priority of applying measures to counteract the negative impact of threats.

The results obtained by us in the course of the study have elements of scientific novelty. So, for example, as a result of the study, the main threats to managing the human resources potential of the public administration system were ordered.

We tried to determine which threats needed a prompt response, which tactical and which strategic. The study has limitations and it manifests itself in not taking into account all possible threats to the management of personnel potential in the public administration system. In our study, only a number of internal threats to human resources management in the public administration system were taken into account. Further research should be devoted to countering and external threats to the management of personnel potential in the public administration system.

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ПРОТИДІЯ ЗАГРОЗАМ ЕФЕКТИВНОМУ УПРАВЛІННЮ КАДРОВИМ ПОТЕНЦІАЛОМ У СИСТЕМІ ПУБЛІЧНОГО АДМІНІСТРУВАННЯ

Основною метою дослідження є визначення та впорядкування основних загроз ефективному управлінню кадровим потенціалом у системі публічного адміністрування. Об'єктом дослідження є система управління кадровим потенціалом. Основним науковим завданням буде визначити й упорядкувати основні загрози ефективному управлінню кадровим потенціалом у системі публічного адміністрування для кращого розуміння, які заходи мусять бути в пріоритеті, а які ні. Методологія дослідження передбачає застосування сучасних економетричних методів для досягнення поставленої мети у вигляді визначення й упорядкування основних загроз управлінню кадровим потенціалом у системі публічного адміністрування. Доведено важливість дослідження теоретико-методичних засад управління кадровим потенціалом у системі публічного адміністрування. Охарактеризовано ключові аспекти, які розкривають сутність управління кадровим потенціалом у системі публічного адміністрування. Доведено важливість системи управління кадровим потенціалом для публічного адміністрування. Визначено ключові аспекти впливу елементів управління кадровим потенціалом на систему публічного адміністрування. У результаті було визначено основні загрози ефективному управлінню кадровим потенціалом у системі публічного адміністрування. Як результат дослідження було впорядковано основні загрози ефективному управлінню кадровим потенціалом у системі публічного адміністрування. Таким чином, встановлено, які загрози потребують оперативного реагування, які тактичного, а які стратегічного. Дослідження має обмеження, і воно проявляється в неврахуванні всіх можливих загроз управлінню кадровим потенціалом у системі публічного адміністрування. Було враховано лише ряд внутрішніх загроз управлінню кадровим потенціалом у системі публічного адміністрування. Подальші дослідження слід присвятити протидії та зовнішнім загрозам ефективному управлінню кадровим потенціалом у системі публічного адміністрування.

Ключові слова: загрози, управління, кадровий потенціал, публічне адміністрування, моделювання, упорядкування, протидія

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