

120-czystern-dlya-yevrokoliyi/. [in Ukr.].

29. Zaliznytsya u chasy viyny: yak pereyty vid poyizdky z mukamy do podorozhey z komfortom [Railways in times of war: how to go from traveling with pain to traveling with comfort]. URL: <https://www.unian.ua/economics/transport/zaloznytsya-u-chasi-viyni-yak-pereyti-vid-poyizdki-z-mukami-do-podorozhey-z-komfortom-12094302.html>. [in Ukr.].

ABSTRACT

Larysa Martseniuk. The importance of maintaining the economic security of Ukrainian Railways in the conditions of reform and reconstruction. The article outlines that the integration of JSC "Ukrzaliznytsia" into the pan-European transport system is an important and difficult process that requires the involvement of many types of resources, including financial ones. Taking into account the destruction of the infrastructure (almost 12 thousand objects) and the decrease in the volume of transportation, which occurred as a result of the full-scale invasion of Russia into Ukraine, the management of Ukrzaliznytsia introduced a number of effective management solutions. Among them are the optimization of the state, and the promotion of the development of the railway transport concession, and the presentation of the Railway Restoration Plan to both domestic and foreign investors.

The management of Ukrzaliznytsia is introducing the development of freight transportation, because it is precisely this type of transportation that is profitable, thanks to freight transportation, passenger transportation has always been subsidized, which is unacceptable, because it was necessary to find an effective model for the organization of both cargo and passenger transportation in order to make a profit from both types activity. Among the ambitious plans of the management of the railway department is the rapid development of rail transport, because they have many advantages, starting from saving fuel and working time of railway workers to increasing the speed of cargo delivery and observing the rhythm of shipments. Ways to bring the railway enterprise to a break-even level of operation are given. The main directions of reforming JSC "Ukrzaliznytsia" are outlined. It was emphasized that in the conditions of reform and recovery, it is necessary to take care of all, without exception, components of the economic security of railways. Vertical integration, separation of passenger and freight transport and infrastructure, development of multimodal transport, construction of freight transport hubs, introduction of digital technologies in the field of freight transport are defined as priority directions for the development of railway transport in Ukraine under the conditions of European integration.

Keywords: economic security, railway transport, Ukrzaliznytsia, European integration, reform.

UDC 342.95

DOI: 10.31733/2078-3566-2023-3-33-37



Iryna DROK®

PhD in Law, Associate Professor
(Dnipropetrovsk State University
of Internal Affairs, Dnipro, Ukraine)

STAFF RESERVE FOR ENSURING REINTEGRATION AND ADMINISTRATION OF THE DE-OCCUPIED TERRITORY

Ірина Дрок. КАДРОВИЙ РЕЗЕРВ ЗАБЕЗПЕЧЕННЯ РЕІНТЕГРАЦІЇ ТА УПРАВЛІННЯ ДЕОКУПОВАНОЮ ТЕРИТОРІЄЮ. Визначено науково-обґрунтовані засади формування кадрового резерву для забезпечення процесу реінтеграції та управління деокупованою територією. З'ясовано понятійний апарат дослідження. Виділено основні види реінтеграційних заходів на деокупованих територіях у сфері кадрової політики: створення Координаційного центру з реінтеграції деокупованих територій; запровадження цільових програм підготовки кадрового потенціалу для забезпечення процесу реінтеграції та управління деокупованою територією; створення резерву кадрового потенціалу для забезпечення процесу реінтеграції та управління деокупованою територією.

Обґрунтовано необхідність створення Координаційного центру з реінтеграції деокупованих територій та його територіальних підрозділів у складі Національного агентства України з питань державної служби, а також визначені його пріоритетні завдання. Наголошено, що цільові програми підготовки кадрового потенціалу для забезпечення процесу реінтеграції та

© I. Drok, 2023

ORCID iD: <https://orcid.org/0000-0002-9722-2376>

nldppd@dpuvs.in.ua

управління деокупованою територією мають бути загальнодержавними, однак розроблятися для кожного деокупованого регіону окремо залежно від його потреб та особливостей.

Проаналізовано чинний Порядок реалізації експериментального проєкту щодо створення резерву працівників державних органів для роботи на деокупованих територіях України. Запропоновано визначення резерву кадрового потенціалу для забезпечення процесу реінтеграції та управління деокупованою територією, як електронної інформаційної системи, призначеної для зберігання, захисту та обробки інформації про осіб, які можуть бути залучені до роботи в державних органах на деокупованих територіях під час їх реінтеграції.

Визначеним законодавством координаційним органам запропоновано вирішити конкретні завдання щодо формування резерву працівників державних органів для роботи на деокупованих територіях, а також застосування пріоритетних заходів реалізації цього напрямку кадрової політики.

Ключові слова: адміністрування, управління, реінтеграція, деокупована територія, Координаційний центр, кадри, Резерв кадрового потенціалу, професіонал.

Relevance of the study. The professional formation of the staff reserve is the key to an effective staff policy, which is a central part of a successful national policy as a whole. Also, the relevance of the study is due to the insufficient experience of domestic government officials in the reintegration of de-occupied territories and staff management of public enterprises, institutions and organizations in them, solving problems related to the lack of personnel and the need to organize work in various areas of public administration at the expense of human resources that meet safety and qualification standards.

Issues of work organization in the de-occupied territories, including those related to public agencies staffing, are at the stage of resolution. An example is the discussion of the draft framework law "On organizational and legal measures for the formation of security environment", the draft of the Security Environment Strategy, etc. A single concept has not yet been developed and implemented. The making of a state agencies employees reserve to work in the de-occupied territories of Ukraine, approved by Resolution No. 524 of the Cabinet of Ministers of Ukraine of May 23, 2023, is also experimental. It is these facts that allow Ukrainian experts to develop their proposals for improving the process of staff management of public agencies in the de-occupied territories, to substantiate their own positions regarding the system of organization and optimization of this process.

Recent publications review. The research subject on the territory of Ukraine has repeatedly been matters dealing with various areas of staff policy. Among experts in the field of labor law who studied problems of forming a civil service staff reserve, we single out the following: A. Andrushko, I. Grekov, N. Neumyvaichenko, V. Pastukhov, O. Pashkov, V. Prokopenko, V. Prokhudin, O. Protsevsy and others.

Among scholars in administrative law who studied human resources policy issues in internal affairs bodies, we single out works by V. Averyanov, S. Alekseyev, H. Atamanchuk, A. Alyokhin, O. Bandurka, K. Buhaichuk, M. Zhyvka, V. Ivakha, Z. Kisil', M. Kovaliv, N. Nyzhnyk, O. Obolenskyi, V. Sokurenko, M. Yakymchuk and others.

In their research paper M. Hurkovskyi and S. Yesimov directly emphasize the direct connection between an effective staff policy in the National Police and the formation of a high-quality personnel. In particular, they have emphasized the need to make a police personnel reserve by forming a staff reserve for promotion to management positions, organizing additional professional training; organizing and carrying out, on behalf of the chief executive, verification of the completeness of information on income, expenses, property and obligations of a property nature, submitted by police officers [2]. We also previously emphasized the influence of the staff reserve formation factor on human resources decision-making, in particular in the National Police [3].

At the same time, the chosen topic of this article was not the research subject of Ukrainian scholars, although it requires appropriate scientific and legal study and justification.

The research paper's objective. Not being limited to the issue of the making staff reserve only for the National Police agencies, taking into account the current needs for developing forms and methods of cration personnel potential for state bodies in the de-occupied territories, we propose to consider the purpose of our scientific article to be the definition of scientifically based principles for the formation of a staff reserve to ensure the process of reintegration and administration of de-occupied territory.

Discussion. For a complete understanding the research subject, let us define the content of the conceptual apparatus that will be applied in the context. The analysis of current legislation and today realities allow us to conclude that the de-occupied territories are parts of the territory

of Ukraine that are freed from the general control established illegally by armed formations and the occupying administration of a foreign state: the land territory and its internal waters within the boundaries of certain districts, cities, towns; internal sea waters adjacent to the land territory of Ukraine; the subsoil under the territories of Ukraine and the airspace above such territories.

We also suggest that reintegration measures in the de-occupied territories should be understood as a system of measures in the legal, social, educational, informational, humanitarian and other areas, which are applied by public authorities of Ukraine in the de-occupied territories to increase and strengthen the level of trust, guaranteeing rights and legitimate interests of Ukrainian citizens, which suffered as a result of the temporary occupation, as well as to ensure the sustainable socio-political, humanitarian and economic development of Ukraine according to the defined principles of internal and foreign policy, the strategic course of the state to acquire full membership of Ukraine in the European Union and the North Atlantic Treaty Organization. That is, public authorities play a key role during the implementation of reintegration measures in the de-occupied territories, which once again confirms the relevance of the chosen research direction.

In addition, the content of the mechanism of reintegration of the de-occupied territories is of great importance. That is, a set of measures that ensure the restoration of the legal regime of Ukraine in the de-occupied territories, the introduction of the national idea and the strengthening of the authority of Ukraine, the inclusion of the community of the de-occupied territories in the state, legal, social, educational, information, humanitarian and other systems of Ukraine.

The main types of reintegration measures in the de-occupied territories in the field of staff policy are considered to be the following:

- establishment of the Coordination Center for the reintegration of de-occupied territories;
- introduction of targeted training programs for personnel potential to ensure the process of reintegration and management of the de-occupied territory;
- creation of a staff potential reserve to ensure the process of reintegration and administration of the de-occupied territory.

In view of the fact that the mechanism of reintegration of the de-occupied territories is determined by the actors of ensuring such reintegration in accordance with the powers granted to them by the legislation of Ukraine, and is determined by the specific situation in the state and outside its borders, the key central actors of ensuring reintegration measures in the de-occupied territories in staff policy should be: the Ministry of Reintegration of the Temporarily Occupied Territories of Ukraine; National Agency of Ukraine on Civil Service; Coordination Center for Reintegration of De-occupied Territories and its territorial subdivisions.

Let us note that Ukraine does not have such an entity as the Coordinating Center for the Reintegration of De-occupied Territories. However, we believe that the establishment of such a body should become an important management decision in current conditions, since today, as an experiment, the formation of a staff reserve in the de-occupied territories is being handled by the National Agency of Ukraine on Civil Service, which also performs a range of other tasks and functions to ensure the making and implementation state policy in the field of civil service, implementation of functional management of civil service in a body of state power, another state body, its apparatus (secretariat) [4]. We see the urgency of establishing an additional body (for example, as part of the National Agency of Ukraine on Civil Service) in the need to form and ensure the implementation of reintegration measures in the de-occupied territories, ensure systematicity and efficiency in their implementation.

The coordination center for the reintegration of the de-occupied territories must be a state institution and belong to the sphere of management of the Ministry for Reintegration of the Temporarily Occupied Territories of Ukraine. Tasks of the Coordinating Center for the reintegration of de-occupied territories are proposed to include:

- implementation of the mechanism of reintegration of de-occupied territories;
- coordination of entities' activities providing reintegration measures in the de-occupied territories;
- establishment and management in the prescribed manner of a staff potential reserve to ensure the process of reintegration and administration of the de-occupied territory;
- organization of targeted training programs for staff potential to ensure the process of reintegration and management of the de-occupied territory.

The coordination center for the reintegration of de-occupied territories should consist

of a central body and territorial units in separate regions of Ukraine, where their functioning is necessary.

The introduction of targeted programs for staff potential training to ensure the process of reintegration and administration of the de-occupied territory is a constituent part of the reintegration of the de-occupied territories of Ukraine. Such programs should be nationwide, however, the specifics of the region for which staff are being trained affects the content of such programs, i.e. they are developed for each de-occupied region separately depending on its needs and peculiarities.

The target program of staff potential training to ensure the process of reintegration and administration of the de-occupied territory is a set of interrelated tasks and measures aimed at increasing and strengthening the level of trust, guaranteeing rights and legitimate interests of Ukrainian citizens who suffered from the temporary occupation, as well as ensuring sustainable socio-political, humanitarian and economic development of Ukraine according to the defined principles of internal and foreign policy, the strategic course of the state to acquire full membership of Ukraine in the European Union and the North Atlantic Treaty Organization.

Targeted programs for staff potential training to ensure the process of reintegration and administration of the de-occupied territory must be carried out using the funds of the State Budget of Ukraine and agreed upon according to the terms of execution, the composition of executors, and logistic support.

The staff potential reserve to ensure the process of reintegration and management of the de-occupied territory should be, in our opinion, an electronic information system designed for the storage, protection and processing of information about persons who may be involved in work in public authorities in the de-occupied territories during their reintegration.

The current Procedure for the implementation of the experimental project on the creation of a public servants reserve work in the de-occupied territories of Ukraine does not define the concept we mentioned [1], but the purpose of its establishment is to ensure the support of district, oblast military administrations, military administrations of settlements, other public authorities that are established or renewed their operation in the de-occupied territories, with human resources for the practical implementation of tasks and functions of the state in these territories [1]. The electronic format of such a reserve is also emphasized [1].

Today, the reserve is being formed from persons who expressed their will to work in public authorities in the de-occupied territories in civil service positions [1]. In our opinion, to ensure the process of reintegration and administration of the de-occupied territory, personal and professional information should be inserted into the reserve in order to effectively use, if necessary, human resources during the reintegration of the de-occupied territories. We believe that the categories of register users should be, first of all, policemen, judges, prosecutors, medical workers, workers of educational and cultural institutions. However, the resolution of the Cabinet of Ministers of Ukraine of May 23, 2023 No. 524 [1] emphasizes management positions for public authorities and local self-government bodies.

Regarding the urgent need for the high-quality formation of a staff potential reserve to ensure the process of reintegration and administration of the de-occupied territory, we suggest that the coordinating bodies determined by the legislation solve the following tasks:

- to determine the priority and perspective needs of personnel for state bodies for each de-occupational region in terms of their activity profiles;
- to form urgently an electronic format of a public authorities staff reserve to work in the de-occupied territories of Ukraine;
- during the formation of the reserve to take into account the requirements of the legislation, which are put forward to each of the positions of public authorities, as well as the peculiarities of the region in which the person will serve;
- to analyze the quality of the formed personnel reserve;
- to start urgently professional training, retraining and advanced training of the personnel who are part of the reserve, with the participation of higher educational institutions on the territory of Ukraine, and to carry out such measures periodically;
- to organize internships for specialists who are part of the public authorities staff reserve to work in the de-occupied territories of Ukraine;
- to carry out periodical attestation of civil servants in the de-occupied territories;
- to introduce a clear record of public authorities staff for work in the de-occupied territories of Ukraine and form related forms of statistical reporting, as well as personal files of civil servants;

– to optimally combine principles of staffing of state bodies in the de-occupied territories of Ukraine and their apparatus through the promotion of civil servants and the selection of managers and specialists of enterprises, institutions, and organizations for public service;

– to manage civil service staff in the de-occupied territories of Ukraine by forecasting the development of their structures.

Conclusions. Although the research and practical solution to the problem of providing staff potential of public authorities in the de-occupied territories of Ukraine is currently being carried out quite actively, there is still space for further exploration. Issues related to an integrated approach to ensuring the sustainable development of staff policy in the de-occupied territories, regarding the aspects of security and stability, improving the methodology for assessing risks and threats, implementing specific personnel decisions in certain sectors in order to ensure effective reintegration and management of the de-occupied territories need a scientific and practical solution, as well as determining the limits of appropriate decentralization of such territories, taking into account national security needs, the development of adaptive management, mechanisms of public-private partnership and international cooperation in national stability areas, etc.

References

1. Про реалізацію експериментального проекту щодо створення резерву працівників державних органів для роботи на деокупованих територіях України : постанова Кабінету Міністрів України від 23.05.2023 № 524. URL: <https://zakon.rada.gov.ua/laws/show/524-2023-%D0%BF#Text> (дата звернення: 12.09.2023).

2. Гурковський М. П., Єсімов С. С. Кадрова робота в органах Національної поліції. *Науковий вісник Львівського державного університету внутрішніх справ*. 2023. № 1. С. 19-27.

3. Дрок І. С. Кадрова політика Національної поліції України в умовах війни. *Науковий вісник Ужгородського національного університету. Серія «Право»*. 2022. Вип. 70. С. 318–323.

4. Про затвердження Положення про Національне агентство України з питань державної служби : постанова Кабінету Міністрів України від 01.10.2014 № 500. URL : <https://zakon.rada.gov.ua/laws/show/500-2014-%D0%BF#Text> (дата звернення: 12.09.2023).

Submitted 08.09.2023

1. Pro realizatsiyu eksperymental'noho proektu shchodo stvorennya rezervu pratsivnykiv derzhavnykh orhaniv dlya roboty na deokupovanykh terytoriyakh Ukrainy : postanova Kabinetu Ministriv Ukrainy vid 23.05.2023 № 524 [On the implementation of an experimental project on the creation of a reserve of employees of state bodies to work in the de-occupied territories of Ukraine : resolution of the Cabinet of Ministers of Ukraine of May 23, 2023 No. 524]. URL: <https://zakon.rada.gov.ua/laws/show/524-2023-%D0%BF#Text> (access date: 12.09.2023). [in Ukr.].

2. Hurkovs'kyu, M.P., Yesimov S. S. (2023) Kadrova robota v orhanakh Natsional'noyi politsiyi [Staff management in the National Police agencies]. *Naukovyy visnyk L'viv's'koho derzhavnoho universytetu vnutrishnikh sprav*. № 1, pp. 19-27. [in Ukr.].

3. Drok, I. S. (2022) Kadrova polityka Natsional'noyi politsiyi Ukrainy v umovakh viyny [Staff policy of the National Police of Ukraine in wartime]. *Naukovyy visnyk Uzhhorods'koho natsional'noho universytetu. Seriya «Pravo»*. Issue 70, pp. 318–323. [in Ukr.].

4. Pro zatverdzhennya Polozhennya pro Natsional'ne ahent'stvo Ukrainy z pytan' derzhavnoyi sluzhby : postanova Kabinetu Ministriv Ukrainy vid 01.10.2014 № 500 [On the approval of the Regulations on the National Agency of Ukraine on Civil Service Issues: Resolution of the Cabinet of Ministers of Ukraine of October 1, 2014 No. 500]. URL: <https://zakon.rada.gov.ua/laws/show/500-2014-%D0%BF#Text> (access date: 12.09.2023). [in Ukr.].

ABSTRACT

The article deals with definition of the scientifically based principles of the formation of a staff reserve to ensure the process of reintegration and administration of the de-occupied territory.

The need to establish a Coordination Center for the reintegration of de-occupied territories and its territorial subdivisions within the National Agency of Ukraine on Civil Service has been substantiated, and its priority tasks have also determined.

Coordinating bodies determined by the legislation have been proposed to solve specific tasks regarding the formation of public authorities' staff reserve for work in the de-occupied territories, as well as the use of priority measures for the implementation of this direction of human resources policy.

Keywords: *administration, management, reintegration, de-occupied territory, Coordination Center, human resources, staff potential reserve, professional.*