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Studia Iuridica Lublinensia vol. XXX, 4, 2021
DOI: 10.17951/sil.2021.30.4.13-32

Ivan Balashov
Ministry of Justice of Ukraine, Ukraine
ORCID: 0000-0002-0770-2326
balashivan@gmail.com

Oksana Evsyukova
National Academy for Public Administration under the President of Ukraine, Ukraine
ORCID: 0000-0002-1299-69-55
oksana_evsyukova@yahoo.com

Nataliia Obushna
National Academy for Public Administration under the President of Ukraine, Ukraine
ORCID: 0000-0001-5612-3104
n25obushna@gmail.com

Serhii Selivanov
State Migration Service of Ukraine, Ukraine
ORCID: 0000-0001-7515-1370
spauchkauskas@gmail.com

Serhii Teplov
Institute of Personnel Training of the State Employment Service of Ukraine, Ukraine
ORCID: 0000-0002-8212-1919
s-teplov@ukr.net

CORRESPONDENCE ADDRESS: Ivan Balashov, PhD Candidate, Ministry of Justice of Ukraine, Kyiv, 02000, Sichovyh Strilciv 73, Ukraine; Oksana Evsyukova, PhD, Professor of Department of Public Policy, Taras Shevchenko National University of Kyiv, Kyiv, 03057, A. Tsedika, 20, Ukraine; Nataliia Obushna, PhD, Professor of Department of Public Policy, Taras Shevchenko National University of Kyiv, Kyiv, 03057, A. Tsedika, 20, Ukraine; Serhii Selivanov, PhD Candidate, Head of Human Resources Department, State Migration Service of Ukraine, 03057, Kyiv, Anna Akhmatova, 13 "E", Ukraine; Serhii Teplov, PhD Candidate, Institute of Personnel Training of the State Employment Service of Ukraine, Kyiv, 03057, A. Tsedika, 20, Ukraine.

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Modern Trends in Personnel Management in the Civil Service: An Overview of Innovative Practices and Features of Administrative and Legal Regulation

Współczesne trendy w zarządzaniu zasobami ludzkimi w służbie cywilnej. Przegląd innowacyjnych praktyk i specyfika regulacji administracyjno-prawnych

ABSTRACT

The COVID-19 pandemic has significantly affected all spheres of social-political life of the world community. As a result, there have been serious changes in the labour market, including the civil service. The labour market for civil servants is becoming increasingly complex, and new flexible technological solutions necessitate civil servants' constant readiness for changes and lifelong learning. After all, the attribute of the new time is the quick-speed changes (we live in the mode "from slow to fast and faster"), both in terms of the amount of changes and in terms of the speed of their appearance. In such conditions, the civil service needs highly professional managers who are able to work to achieve expected results, apply European standards of public administration and develop effective public policy. Therefore, the purpose of the article is to substantiate the theoretical and methodological and applied aspects of personnel management in the civil service, taking into account the progressive innovative world human resources practices and features of administrative and legal regulation in this area. The authors proved the feasibility and identified the features of the formation of the talent management system as a leading modern trend in the field of personnel management in the civil service, examined the development of a talent management system in the civil service with an applied innovative tool such as e-learning in the conditions of modern challenges, and reviewed the positive international practice of talent management in the civil service (on the example of the USA, Germany, France, Great Britain, Singapore and Japan). On this basis, the main trends in the formation of the talent management system in the civil service of Ukraine are identified and the specifics of its administrative and legal regulation are analyzed.

Keywords: civil service; human resources; talent; talent management; technological solutions; labour market

INTRODUCTION

Because of globalization, human resources (HR) are gradually becoming one of the most important factors in the social-economic development of society. This thesis can be confirmed by the research organized by the World Bank, which convincingly showed that the main source of gross domestic product (GDP) growth in the developed world was personnel, which accounted for an average of 62% of

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GDP growth, while production assets for 18%, and natural resources for 20%. In particular, in Germany, Japan and Sweden, almost 80% of GDP was generated by employee capital.[1]

Recognition of HR as a key factor means the applied human-centered approach to the development of a modern public administration paradigm. However, the global crisis, which began because of the COVID-19 pandemic, has become a powerful challenge for the entire public administration, as it has led to a rethinking of traditional HR approaches to working with staff in governmental bodies, searches and consolidation of innovative HR practices (including digital ones), which would take into account civil servants' needs and create conditions for their constant self-improvement, self-cognition and self-realization in the face of new requirements and challenges.[2]

Modern realities suggest that, even at a total lockdown, when civil service workflow was mainly and very quickly translated online, those organizations are successful that are directly focused on the continuous development of their talent management systems, "grow" new leaders and implement measures for the digital transformation of their activities in general.

Thus, given that the basis for human capital development in the civil service is its talent management strategy, the formation of a talent management system taking into account the progressive innovative global HR practices in this area become an extremely important scientific and practical challenge.

THE PHENOMENA OF "TALENT" AND "TALENT MANAGEMENT" IN THE SCIENTIFIC DISCOURSE

Currently, talent management, development of leadership and corresponding motivation are one of the priority areas of HR management. Experts from the Boston Consulting Group follow a similar approach, noting in their annual report entitled *Creating People Advantage* that talent management and leadership, HR analytics, and commitment, behavioural and culture management are the areas of activity that should be a top priority for managers today.[3]

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[1] B.E. Becker, M.A. Huselid, D. Ulrich, *The HR Scorecard: Linking People, Strategy, and Performance*, Harvard 2001, p. 235.

[2] See, i.a., I. Hoffman, I. Balázs, *Administrative Law in the Time of Corona(virus): Resiliency of the Hungarian Administrative Law?*, "Studia Iuridica Lublinensia" 2021, vol. 30(1), p. 109; J. Kostrubiec, *The Role of Public Order Regulations as Acts of Local Law in the Performance of Tasks in the Field of Public Security by Local Self-government in Poland*, "Lex localis – Journal of Local Self-Government" 2021, vol. 19(1), p. 126.

[3] R. Strack, J.-M. Caye, C. von der Linden, P. Haen, F. Abramo, *Creating People Advantage 2013: Lifting HR Practices to the Next Level*, October 30, 2013, p. 4.

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The need to allocate talented employees into a separate personnel category was justified in 1994. Namely at those times, E. Michaels (CEO of McKinsey & Company), H. Handfield-Jones and B. Axelrod proposed the term "war for talent".[4] Such a "war" started because of the following basic factors: the transition from an industrial mode to an information one; intensified demand for highly qualified managers and employees; an increased tendency to change jobs by people.

An attempt to systematize the very concept of "talent" was made by E. Gallardo-Gallardo, N. Dries and T.F. González-Cruz,[5] who combined the definitions of talent into two groups:

1) talent as an object – according to this approach, talent was considered as an individual's characteristic, i.e. as a natural gift, skill, commitment, and the congruence of a personality and his/her organization, position, work, leader, time (in other words, work determines the conditions for an individual's success),
2) talent as a subject – from this point of view, talent can be considered as human capital of an organization (both an individual and all employees). Managers perceive all employees as talented, and management practices assume that these people are the most important asset of the organization.

At the same time, we should mention another very interesting scientific approach to the essence of talent. In particular, M. Thunnissen and P. Boselie,[6] and B. Fruytier, W. Cascio, A. Ariss and J. Paauwe[7] proposed to consider talent, on the one hand, as an employee's exceptional characteristic (i.e. talent is perceived exclusively), and on the other hand, the authors proved that an organization could develop special abilities of all its employees (i.e. talent is perceived inclusively).

Thus, the concept of talent is quite subjective and relative. However, it is undeniable that talent is a scarce and highly efficient resource; if it exists and is developed by an organization it gives an important competitive advantage to this organization, regardless of organization's ownership or scope of its activities.

Given the above, the provisions of Davos Manifesto 2020: The Universal Purpose of a Company in the Fourth Industrial Revolution (hereinafter: the Manifesto) accepted at the 50th World Economic Forum in Davos in 2020 focused on revealing talents of existing workers. In particular, the Manifesto, which provisions should be extrapolated to public sector organizations, declares guidelines for corporations and organizations in a turbulent world: namely that: "ii. A company treats

[4] E. Michaels, H. Handfield-Jones, B. Axelrod, *The War for Talent*, Harvard 2001, p. 200.

[5] E. Gallardo-Gallardo, N. Dries, T.F. González-Cruz, *What is the meaning of 'talent' in the world of work?*, "Human Resource Management Review" 2013, vol. 23(4), pp. 290–300.

[6] M. Thunnissen, P. Boselie, B. Fruytier, *Talent management and the relevance of context: Towards a pluralistic approach*, "Human Resource Management Review" 2013, vol. 23(4), pp. 326–336.

[7] W. Cascio, A. Ariss, J. Paauwe, *Talent management: Current theories and future research directions*, "Journal of World Business" 2014, vol. 49(2), pp. 173–288.

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its people with dignity and respect. It honours diversity and strives for continuous improvements in working conditions and employee well-being. In a world of rapid change, a company fosters continued employability through ongoing upskilling and reskilling".[8] This approach involves the use of innovative mechanisms to increase the level of emotional involvement of employees and the development of talent in modern organizations.

However, international public practice does not have today an unambiguous interpretation of the concept of "talent management". In our opinion, the existing approaches to the definition of "talent management" should be generalized in three areas: in a narrow sense, in a broader sense, and literally.

In the narrow sense, "talent management" usually refers to a company's desire to allocate its talented employees into a separate group and manage them in a special way.[9]

In the broad sense, "talent management" is understood by most scientists and HR managers-practitioners as a managed set of HR processes that meet a company's need for effective employees and maintain it in the relevant state. Thus, M. Armstrong noted that talent management was a used integrated set of an organization's activities aimed at attracting, retaining, motivating and promoting the talented employees that needed at the current moment and would need in the future. The purpose of talent management is to ensure the influx of talents, as they are the main resource of any organization.[10] At the same time, D.M. Hilton considered the management of talented employees as a set of individualized managerial practices for employees with high potential or from the personnel reserve.[11]

We cannot ignore another common practice interpreting "talent management"– an interpretation in the literal sense, which emphasizes the very word "talent", thus emphasizing giftedness or even genius of a talented person. This approach is very selective: it notes that a company has some particularly gifted, "talented" employees. Because of their, first of all, personal characteristics, such people cannot be managed, but only conditions can be created for the disclosure of their potential.

Thus, talent management is a strategic holistic approach to business planning, HR management aimed at high organizational efficiency. Accordingly, modern structured talent management should close a "gap" between human capital that exists in an organization and that will be needed to ensure successful operations

[8] See K. Schwab, *Davos Manifesto 2020: The Universal Purpose of a Company in the Fourth Industrial Revolution*, 2.12.2019, www.weforum.org/agenda/2019/12/davos-manifesto-2020-the-universal-purpose-of-a-company-in-the-fourth-industrial-revolution [access: 15.03.2021].

[9] S. Yuldashev, *Consultant's advice: How to interpret talents*, "Vedomosti" 2014, no. 3615.

[10] M. Armstrong, S. Taylor, *Armstrong's Handbook of Human Resource Management Practice: Building Sustainable Organisational Performance Improvement*, London 2017.

[11] D.M. Hilton, *Hiring and Retaining Top Talent*, "Credit Union Executive Journal" 2013, vol. 40(5), pp. 179–189.

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in the future. Progressive foreign practice shows that successful companies have forecasting models for at least 5 years to plan the need for talents in terms of business units, competencies and geographical location. This allows them to manage talents proactively.[12]

In her research, K. O'Leonard[13] identified the most common practices for talent management, including: strategic talent planning; searches and hiring; efficiency management; succession planning; leadership development; competency management; training and development; remuneration and compensation; personnel management systems and indicators. According to the researcher, all these practices formed the most general model of organizational talent management and can be used both together and separately.

In turn, we consider it appropriate to focus on the dynamics of talent management processes and to summarize the corresponding stages:

- identification and attraction of talents (talented employees' competence characteristics necessary for an organization are determined, the list of the basic sources for searches of talents is formed, the most effective methods and strategies of their searches and attraction are chosen, etc.),
- development of talents (an organization's system of managerial staff's "cultivation", leadership development and management is formed),
- retention of talents (searches for innovative and creative forms and methods for management and work motivation for this specific group of employees),
- monitoring and evaluation of talent management effectiveness (determination of basic qualitative and quantitative indicators of efficiency, introduction of effective methods for talent evaluation).

EXPEDIENCY AND FEATURES OF TALENT MANAGEMENT IN CIVIL SERVICE: THE THEORETICAL ASPECT

Practice shows that today's public authorities are beginning to actively implement talent management approaches that are successfully applied in the business environment, adapting them to modern realities and needs of the civil service.

In our opinion, the essence of talent management in the civil service is to identify and search for talented people to use their talents in public authorities' work. This approach allows positioning talent management in a public body as a strategy "from individual/personality", which means focusing not on a job position, but on

[12] R. Strack, J.-M. Caye, C. von der Linden, P. Haen, F. Abramo, *op. cit.*, p. 9.

[13] K. O'Leonard, *Talent management factbook: Global trends, facts and strategies in corporate talent management*, Bersin by Deloitte 2008, p. 12.

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people with their capabilities. First, talents of a particular civil servant are determined, and then his/her optimal place in the civil service is chosen.

By developing a talent management system, it is important to take into account civil servants' current competence and performance, as well as their potentials, because any talent can grow and be developed. For example, several parameters are included into an integrated assessment of the potential used in the Ukrainian business sphere: achievement motivation, openness to the new and flexibility, an intellectual level, and emotional intelligence.

We should note that talent management is often equated to the formation of a personnel reserve in public administration practice. In fact, these are not exactly identical concepts. The formation of a personnel reserve can be called substitution management. That is, a personnel reserve in the classical sense means the management of positions to solve specific problems of filling vacant positions in a public body. Talent management is people's management, when it is important to identify the brightest employees in an organization, and then find the right application of their abilities.

At the same time, it is important to emphasize that the present days are a period of uncertainty and turbulence. Recently, the whole world has been watching the rapid spread of the coronavirus pandemic, which began in early 2020 and changed the world forever. In particular, the current crisis has presented a unique opportunity to overcome the traditional attitude towards people and technologies as separate components and combine their capabilities for future synergy.

As a result, the modern social order in relation to civil servants is being formed through the prism of digitalization of all spheres of public policy as follows: an employee must effectively use individual abilities, be flexible in solving professional tasks, be able to quickly adapt to changes and learn continuously (lifelong learning). That is why, in order to develop employees' talents and abilities, public bodies are currently implementing the most promising knowledge management technologies into their HR management systems using the appropriate knowledge retrieval architecture. After all, it is impossible to manage an organization's intellectual capital if it is not quickly and easily accessible.[14]

A knowledge management system organized with remote technologies (e-learning) helps solve these problems in the civil service. Only short time ago, distance learning for a public body was considered as an innovation, provided for introduction of new purposes, contents, methods and forms of management decisions and for employees' joint activities. Today, when "learning" and "work" have become synonymous, distance learning is a set of technologies that provide civil servants with the main amount of training material, employees' interactive interactions at learning, opportunities to work independently with learning materials.

[14] V. Priymak, *Knowledge Management: Textbook*, Kyiv 2019, p. 240.

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THE BEST INTERNATIONAL PRACTICES OF TALENT MANAGEMENT IN THE CIVIL SERVICE

The best modern world practices of talent management in the civil service are characterized by multi-vectors and emphasis on certain models of personnel management. For example, for the countries of the European Union (EU) and the United Kingdom (UK), the following models of personnel management (PM) are the most widely used: career, competitive, hybrid (Table 1).

Table 1. Basic models of PM in the civil service of European countries

PM model	Description	European countries where models are used
Career model	The "cultivation" of managerial staff from lower levels of the civil service hierarchy. Open competition exists at the initial stages of selection. Further promotion is based on internal competition between civil servants and the personnel reserve. Such a system is less transparent but more centralized, offers high protection against unemployment	Germany, Austria, Belgium, Cyprus, Spain, France, Greece, Hungary, Ireland, Luxembourg, Portugal, Romania
Competitive model	Open competitions for personnel selection for all positions, fixed-term contracts, a greater degree of decentralization, moving to another position out of competition is impossible	Denmark, Estonia, Finland, Netherlands, United Kingdom, Czech Republic, Sweden
Hybrid model	Elements of both above systems are used, e.g., a competitive model for senior civil servants and a career model for lower and middle management	Bulgaria, Slovakia, Slovenia, Italy, Latvia, Lithuania, Malta, Poland

Source: own elaboration.

At the same time, the features of a talent management system also depend on types of civil service organizations. There are two following types in international practice: 1) an open system (the US, Canada, the UK and Australia, etc.), the main features of which are competitiveness and mobility; 2) a closed system (Germany, France, China, Japan, etc.), characterized by elitism, high social status and a rigid hierarchical system.

In the above context, we should note that, e.g., talent management uses an exclusive approach in the United States, because talent is seen as an exceptional (exclusive) natural gift, only some people have it. Thus, talent management in the US civil service focuses on various practices for talent selection and recruitment, as there is a belief that talent is an innate trait and virtually impossible to be developed.

Princeton University has proposed an interesting strategy to ensure the development of the professional capacity of the US civil service with the formula 70/20/10: 70% of development occurs when an individual gains some experience doing a particular job, solving problems and challenges; 20% is obtained from the analyzed activities, both one's own or a third-party (feedback); 10% is obtained

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from vocational training.[15] That is, this approach shows that the US does not apply a strict target link between professional training and appointment to a position, the labour market have enough relevant specialists, so vacant positions are filled on a competitive basis.

The performed retrospective analysis shows that the beginning of talent management in the US civil sector was laid by President J. Carter. In the late 1970s, the country underwent large-scale civil service reforms, which were reflected in the Civil Service Reform Act (1978).

Today, the main principle of the civil service in the US is openness, which means social mobility, as well as the availability of two types of civil service: competitive (selection with competitive exams – 90%), civil servants freely submit their candidacies on a competitive basis, and excepted service for agencies that are responsible for national security and have a privileged status.[16]

Professional growth in the US (when a civil servant automatically receives a time-in-grade requirement every 1 to 3 years) is provided by two mechanisms: competitive exams and annual evaluation of staff work.

Systems for selecting, effectiveness evaluating of personnel and leadership development in the US civil service are developed on the basis of two groups of competencies:

1) basic competencies: desire for personal development, decency, skills of interpersonal communications, a civil servant's motivation, oral communication, written communication,
2) leadership meta-competencies (mandatory for senior officials): leading change, leading people, results driven, business acumen, building coalitions.

Such competencies also determine the main areas of professional training (communication, innovation, leadership and management, marketing, negotiations, strategies, technology management) and are a mandatory criterion for candidates for the senior executive service in the US.

A feature of talent management in the US is that there is a system of grades in the civil service (a system of rewards for achieved results for senior management positions in some departments and ministries). In addition, mentoring is a mandatory tool for training senior executives in the country; mentoring systems exist at federal government ministries.

Today, most EU countries have also begun delegating, decentralizing and individualizing functional responsibilities in talent management systems for the civil service. The European model of civil servants' competencies includes the follow-

[15] S.V. Selivanov, N.I. Obushna, S.K. Khadzhiradeva, *Development of personnel potential of civil service in Ukraine during reforms: the problems of theory and practice*, Kyiv 2019, p. 293.

[16] *World Models of Public Administration: Experience for Ukraine*, eds. Yu.V. Kovbasiuk, S.V. Zagorodniuk, P.I. Krainik, H.M. Deinega, vol. 1, Kyiv 2015, p. 612.

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ing components: systemic management (vision of the future, target management, teamwork and leadership), problem solving (information analysis, formation of alternatives, conceptual flexibility, decision making), operational efficiency (initiative, operational control, delegation of authority, ability to be concentrated), job characteristics (public speaking skills, oral presentation skills, self-confidence, persuasiveness), personal qualities (energy, stress resistance, motivation, desire to self-development), management taking into account the environment (awareness of the external environment, understanding of political factors, behavioural ethics).[17]

We should emphasize that talent management in the EU civil service is formed in line with the development of ethical infrastructure, which is regulated by the Model Code of Conduct for Public Officials, developed by the Council of Europe in its Recommendation no. R. (2000) 10.[18] At the same time, this Code encourages the Member States' governments to adopt national codes of conduct for public officials in accordance with national legislation and principles of public administration (Table 2).

Table 2. Comparative study on the public service ethics in the EU Member States and the United Kingdom

Country	Declaration of Core Values			Code of Ethics		
	General	Branch	State Authority	General	Branch	State Authority
Austria	1	1	1	0	1	0
Belgium	1	1	0	0	0	0
United Kingdom	1	0	0	1	0	0
Greece	1	0	0	1	0	0
Denmark	0	0	0	1	0	0
Estonia	0	0	1	1	0	1
Ireland	0	1	1	1	1	1
Spain	0	0	0	1	0	0
Italy	0	0	0	1	0	0
Cyprus	0	0	0	0	0	0
Latvia	1	0	0	0	1	1
Lithuania	1	1	1	0	1	1
Luxembourg	0	0	0	0	0	0
Malta	1	1	1	1	1	1
Netherlands	1	0	0	1	0	1
Germany	1	0	1	0	0	1
Poland	0	0	0	1	0	0
Portugal	0	0	0	0	0	0
Slovakia	0	1	0	0	0	0
Slovenia	1	0	0	1	1	0
Hungary	1	0	0	0	0	1

[17] M.A. Shakina, K.V. Turnyak, *Models of state and municipal administrative employees' professional competencies in the conditions of new state management: national and foreign experience*, "Ars administrandi" 2012, no. 4, pp. 41–55.

[18] Appendix to Recommendation no. R (2000) 10 of the Committee of Ministers to Member States on codes of conduct for public officials, adopted by the Committee of Ministers at its 106th Session on 11 May 2000 – Model Code of Conduct for Public Officials.

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Country	Declaration of Core Values			Code of Ethics		
	General	Branch	State Authority	General	Branch	State Authority
Finland	1	1	1	0	0	1
France	1	0	0	0	0	1
Czech Republic	0	0	0	1	0	0
Sweden	1	0	0	0	0	0
European Commission	1	0	0	1	0	0
Bulgaria	1	0	1	1	1	0
Romania	0	0	1	1	1	0

Source: T. Moilanen, A. Salminen, *Comparative Study on the Public-service Ethics of the EU Member States. A Report from the Human Resources Working Group*, 2006, http://unpan1.un.org/intradoc/groups/public/documents/un-dpadm/unpan047469.pdf [access: 12.08.2021].

In general, the international practice of public administration shows that the EU countries (France, Germany, Denmark, Spain, etc.) have built their talent management systems mainly on the principle of a career model.

German practice seems to be especially interesting in this context of talent management in the civil service, it is characterized by: focus on continuous education, represented by a single system of career and professional growth (basic training, specialized education, retraining and advanced training courses); high social status of civil servants, the importance of reputation for them, clearly defined norms of professional ethics; an existing institute of an honorary official; a clear balance between theoretical knowledge and practical skills acquired by civil servants during pieces of training; developed system of guarantees for employees' legal and social protection, the principle of "lifelong appointment", etc.

Thus, all positions in the German civil service are combined into a "career" (*Laufbahnen*) – a group of positions from lower to higher, requiring the same education for them, but the responsibility and complexity of functions are growing from a position to the next one and require more experience and professional skills. The basic requirements for civil servants in Germany are vocational education and special training, which differ depending on an occupied level in public administration.

The practice of talent management in the civil service in France is considered interesting and useful within the researched topic. Thus, the positive aspects of the French system of talent management in the civil service are: high-quality human resource management and compliance of training curricula with existing needs; high elitism of the civil service, which is supported by a competitive selection system due to the "educational monopoly" of several educational institutions; personnel stability of the public administration; the effective methodology assessing training quality and tracking a further professional path of former students from administrative schools; guaranteed slow but free career advancement; developed system of guarantees of legal and social protection in the civil service, etc.

A civil servant's career in France begins from preparation for qualifying examinations for entry into the civil service, further education in the above-mentioned

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schools or in one of the five regional institutes of public administration. Students who successfully pass entrance exams are enrolled to the school as civil servants and receive salaries during their studies. The term of primary-level education depends on the school. For example, the training period is 24 months at the National School of Administration (ENA), 1 year in Regional Institutes of Administration (IRAs).[19]

The UK experience is also useful in the context of the studied best world experience of talent management in the civil service, where a competency-based approach was adopted for the civil service. The modern practice of professional program development and implementation began in 2004 when "Professional Skills for Government" (PSG) was adopted. In particular, the PSG defines a detailed list of civil servants' competencies at all levels – from ministers to ordinary local officials. These competencies are united into the following clusters: management of other people (staff); financial management, client management, project management, strategic thinking, work with information (effective communication, information security, analysis of information and data, ICT competence).[20]

The slogan of the personnel selection system for the civil service was formulated in 1850: "the service offers a career open to talents". The recruitment of senior administrators is carried out by the Civil Service Commission, which is an independent state body formally subordinate to the monarch; the recruitment procedure has several stages, including a written examination and interviews.

Much attention in the UK is paid to vocational training for the civil service. The State creates conditions for the training of all persons working in public bodies. Thus, a talent management model is implemented with an emphasis mainly on leadership development in the UK, as in many EU countries.

At the same time, we have illustrative examples of the successful development of talent management systems, aimed at ensuring the continuity of civil service positions, but not leadership development. This approach is more typical for countries where the civil service is built on meritocratic principles (from the Latin *meritus* that means worthy and from the Greek *kratos* that means power, government; principle of governance). For example, the state management elite is developed in Singapore from the middle of the 20th century. This elite is mostly selected among the most intellectually developed and socially recognized representatives of all segments of the population. At the same time, the country pursues a personnel policy based on three principles: awareness of the strategic importance and key role of civil servants' talent and leadership; meritocracy as a system of recruitment

[19] R. Piganiol, *Report: The training system of civil servants in France*, Kyiv 2010, www.cpk.org.ua/files/eu/TwinningDS/Civil%20servants%20training%20system%20in%20France%20UKR.doc [access: 23.08.2021], p. 8.

[20] A. Laptev, A. Kochegura, *The British experience in implementing professional development programs for civil servants*, "Gosudarstvennaya sluzhba" 2008, no. 4, pp. 65–71.

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and promotion of employees based on their professional and business qualities; honesty and sincerity as a fundamental requirement for leaders.[21]

Personnel undergoes annual certification in order to make decisions on their promotion and remuneration, using the Potential Appraisal System (PAS) introduced in 1983, which is based on Shell's potential assessment system.

A special role in Singapore is given to civil servants' training and retraining and their professionalism. There is a permanently working Civil Service College in the country. In addition, every civil servant has the right to 100-hour training per year, of which 60% are work-related courses, 40% are self-development and self-improvement courses.

Scholarships from the Government of Singapore are the main replenishing tool for top-manager reserve in the country. Upon university graduation, graduate students must be trained by the Management Associates Program (MAP), specially designed for those who begin their careers in the civil service. Under the MAP, future civil servants work for 2 years in the department in which they want to continue their careers, as well as spend 2 years in another department. All 4 years of the MAP are dedicated to the development of candidates' leadership potential and professional qualities and include a lot of training and other educational activities. In the future, graduates undergo a series of interviews to identify the most talented professionals who will later hold senior positions in governmental agencies. Thus, the state provides a constant influx of very talented employees to the civil service. At the same time, mentoring is an extremely important element of the talent management system of Singapore.[22]

Thus, we can say that the talent management in the civil service in Singapore is based mainly on the exclusive approach (widely used tools such as talent searches, recruitment and selection) using some inclusive practices and tools (talent development practices, etc.), aimed more at ensuring the continuity of civil service positions.

To conclude the study of the best international practices of talent management in the civil service, let us consider the experience of Japan, where the effectiveness of the state apparatus is achieved through the elite civil service, namely, attracting the best talented graduates from central universities. At the same time, the current Constitution of Japan enshrines the status of civil servants as servants of society as a whole, not any part of it (Article 15).[23]

In order to ensure the effectiveness of the civil service in Japan, the institutions focus on providing their staff with everything they need, maintaining high morale

[21] *Talent Management: The Experience of Business and Government. Research Report*, Moscow 2010, p. 25.

[22] Y.O. Bril, R.I. Pashov, *International experience of staff modernization for government organizations*, "Problemy Teorii ta Practiki upravlinnia" 2015, no. 1, pp. 23–32.

[23] See E.F. Vogel, *Japan as Number One: Lessons for American*, Cambridge 1979, pp. 65–71.

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in teams, stimulating each employee's enthusiasm and creativity, thus implementing the strategy of "a joy of work" ("a joy of creation / a joy of thinking"), "a joy of growth" (the feeling of achievements), "a joy of solidarity" (connections with someone), "a joy of making others happy" (competence).[24] Thus, the Japanese model of talent management assumes that the personnel: functions most effectively in groups, affecting emotional potential; is capable of development and changes; has a desire to work for institutional benefits.

Today, the civil service personnel management system in Japan provides employment guarantees, hiring new employees, training, remuneration depending on length of service, a flexible salary system. In particular, an important advantage of Japanese-style management is the practice of lifelong employment in the civil service, which ensures the availability of qualified personnel and motivates each employee to work and remain creative and innovative.

Promotion in the civil service is carried out taking into account an employee's length of service and business qualities. The Japanese model is closely linked to Japanese culture, which has its own traditions and unique distinctive features.

Thus, the international experience of talent management has shown that in Europe and other democracies such management is carried out within different models of personnel management in the civil service.

MAIN TRENDS OF FORMATION OF THE TALENT MANAGEMENT SYSTEM IN THE CIVIL SERVICE OF UKRAINE AND FEATURES OF ITS ADMINISTRATIVE AND LEGAL REGULATION

Having analyzed management in the public bodies of Ukraine, we can state that our country still lacks an effective system of talent management, although there are some trends in Ukraine to modernize national legislation on personnel management in the civil service. Thus, the Law of Ukraine no. 889-VIII of 10 December 2015 on civil service[25] outlined significant novelties for the civil service, making it more pro-European. For example, the renewal of a competitive procedure for filling vacant civil service positions is an important achievement of Ukraine on the way to talented employees' involvement into the civil service. However, the proposed competition procedure is imperfect and has a set of shortcomings, among which we should emphasize the following: high subjectivity during selection of candidates for civil service positions, absent methodology determining competency models for civil servants, absent requirements for commissions selecting professional

[24] Japan Management Association, *Organizational Approach to Maximize Human Potential*, www.jma.or.jp/en/proposal/pro_2010.html [access: 10.01.2021].

[25] https://zakon.rada.gov.ua/laws/show/889-19 [access: 10.03.2021].

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personnel and absent training system for their members, insufficient inclusion of highly professional HR managers into these commissions, etc.

In addition, the Resolution of the Cabinet of Ministers of Ukraine no. 290 of 22 April 2020 on some issues of civil service appointments for the period of quarantine established to prevent the spread of acute respiratory disease COVID-19 caused by coronavirus SARS-CoV-2,[26] simplified a selection procedure for vacant civil service positions for the quarantine period. Appointments to such positions are made by an interview with candidate officials organized by the civil service head in a public body. That is, one person bears all responsibility for made decisions. The current situation completely paralyzes objective selection of talented employees for the civil service.

The selection of potentially talented candidates from external sources is complicated because the procedures for active recruitment (e.g., executive search, headhunting or screening) for vacant civil service positions are not sufficiently legally regulated. Due to this fact, such actions, e.g., as studying candidates' resumes by representatives of the personnel management service of a public body, offering a job to a particular candidate, accompanying them during competitive procedures can be regarded as committing corruption or corruption-related offense.

Another significant disadvantage is low attractiveness of the civil service for potential candidates. Today, the civil service cannot offer a competitive wage, social package, a flexible work schedule, or, as a rule, a balance between private life and work, which, according to the theory of generations, is one of the determining factors for candidates of the millennia generation, who will represent the majority of candidates in the labour market by 2025.

Many questions also appear concerning the assessing mechanisms for civil servants' corporate, managerial and professional competencies, which are necessary for the effective performance of official duties. Today, the Ukrainian legislation provides an evaluating procedure for civil servants' performance and defines competencies that need to be increased.[27] However, this procedure has several shortcomings that undermine the value and effectiveness of such assessment, and

[26] https://zakon.rada.gov.ua/laws/show/290-2020 [access: 10.03.2021].

[27] https://zakon.rada.gov.ua/laws/show/640-2017 [access: 10.03.2021]. See also Resolution of the Cabinet of Ministers of Ukraine no. 106 of 6 February 2019 on approval of the regulations on the system of professional training of civil servants, heads of local state administrations, their first deputies and deputies, local government officials and deputies of local councils, https://zakon.rada.gov.ua/go/106-2019-%D0%BF [access: 10.03.2021]; Law of Ukraine no. 2493-III of 7 June 2001 on service in local governments, https://zakon.rada.gov.ua/laws/show/2493-14 [access: 10.03.2021]. More on the topic of local self-government as a form of local governance, see M. Karpiuk, *The Organisation of the National System of Cybersecurity: Selected Issues*, "Studia Iuridica Lublinensia" 2021, vol. 30(2), passim; idem, *The Local Government's Position in the Polish Cybersecurity System*, "Lex localis – Journal of Local Self-Government" 2021, vol. 19(3).

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most importantly, its results do not have any practical applicability for the development of potentially talented employees and cannot be used for planning their professional growth.

It is expedient to pay attention to the Resolution of the Cabinet of Ministers of Ukraine no. 640 on approval of the Regulations on the system of professional training of civil servants, heads of local state administrations, their first deputies and deputies, local self-government officials and deputies of local councils. Applicable to the Laws of Ukraine no. 889-VIII and no. 2493-III, it is recommended to envisage, starting from 2020, funds for advanced training of civil servants of these bodies in the amount of not more than 2% of the payroll.

Thus, using the best international experience and relying on Ukrainian realities and mental characteristics, we should choose the best approaches that are appropriate and can be implemented into talent management practice in the Ukrainian civil service. In particular, in this context, the most useful are the areas summarized in Table 3.

Table 3. Directions for implementation of the best foreign experience of talent management into the Ukrainian civil service

Model	Adapted implementation
American model (USA)	Implementation of the program-targeted organization of vocational training; constant support of personnel's professional growth; rapid training of specialists of the lowest level with highly specialized skills and a proven system of elite training for highly qualified specialists of the top-level; stimulated development of professional potential through both economic and psychological motivation, etc.
European model	Formation of a hierarchical system for personnel selection; ensuring high moral and ethical qualities of civil service personnel that will have a high social status and a constant need for training; priority of ethical issues at talents' development in the public service; departure from the declarative nature of education and the transition to an extensive educational system for public administration; flexibility of the vocational training system; implementation of leadership development through a corresponding training system, implementation of mentoring and self-education systems; focus on intellectual and emotional-psychological potential, etc.
Eastern model	Experience in staff retention; organization of a system supporting work motivation (including opportunities for career growth), which increases the efficiency of budget funds usage for personnel's training, retraining and advanced training; development of a mentoring institute, etc.

Source: own elaboration.

In our opinion, the systematic adaptive implementation of the measures indicated in Table 3 will ensure the effective development of the HR-management system in the civil service of Ukraine in general (including the talent management system) that will help form professional, productive and rational personnel. However, it is not necessary to recklessly adapt any foreign experience to national realities; only those principles should be applied that meet the internal conditions and goals of the Ukrainian state.

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CONCLUSIONS

Summarizing the above, we can state that talent management in the civil service is one of the most important functional areas of HR management. It envisages a radical change in attitudes towards the personnel, namely the transition from the ideology of equality to the idea of differentiation.

Talent management in the civil service means searches for talented people in order to use their talents in the work of public authorities. This approach allows positioning talent management in a public body as a strategy "from an individual/personality", focusing not on a position, but on people with their capabilities. First, talents of a particular civil servant are determined, and then his/her optimal place in the civil service is chosen.

The initial analysis of the management system in Ukrainian public bodies has allowed us to state that the country still lacks an effective talent management system. Thus, there is an urgent need to regulate this issue through the development and adoption of the Resolution of the Cabinet of Ministers on the introduction of a talent management system in the civil service and the methodology determining civil servants' corporate, managerial and professional competencies. In order to develop successfully talent management in the Ukrainian civil service, it is important, by taking into account the best foreign practices: to ensure the transformation of human resources departments in public bodies into HR services; to develop tools assessing the civil service attractiveness for potentially talented employees and, as a result, to introduce in the labour market the competitive advantages of work in public bodies; to introduce a mentoring system in public bodies and create an effective system of intangible motivation for mentors performing corresponding functions; to introduce succession planning for senior civil service positions by restoring and modernizing the personnel reserve; to conduct a comprehensive rebranding of the civil service; to implement actively various learning formats using interactive methods (e-learning), etc.

Thus, the latest scientific works and modern ideas about talent management in the civil service in developed countries should provide an impetus for the development of innovative mechanisms for talent management in the civil service in Ukraine. This is what determines the prospects for our further research.

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ABSTRAKT

Pandemia COVID-19 znacząco wpłynęła na wszystkie sfery życia społeczno-politycznego światowej wspólnoty. W konsekwencji zaszły poważne zmiany na rynku pracy, w tym w służbie cywilnej. Rynek pracy pracowników służby cywilnej staje się coraz bardziej złożony, a elastyczne rozwiązania technologiczne warunkują potrzebę ich ciągłej gotowości do zmian i uczenia się przez całe życie (kształcenia ustawicznego). Atrybutem współczesności jest szybkość zmian (poruszamy się w trybie „od wolnego do szybkiego i szybszego"), zarówno pod względem ich ilości, jak i szybkości ich pojawiania się. W takich warunkach służba cywilna potrzebuje bardzo profesjonalnych urzędników, którzy są w stanie pracować nad osiąganiem wyników, stosować europejskie standardy właściwe administracji publicznej i prowadzić skuteczną politykę publiczną w warunkach zmian. Z tego względu celem artykułu jest uzasadnienie teoretycznych oraz praktycznych aspektów systemu

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zarządzania zasobami ludzkimi w służbie cywilnej z uwzględnieniem innowacyjnych światowych praktyk kadrowych i regulacji administracyjno-prawnych w tej dziedzinie. Autorzy wykazali celowość i zidentyfikowali cechy tego systemu oraz wskazali wiodące trendy nowoczesnego zarządzania zasobami ludzkimi w służbie cywilnej, zaktualizowali kwestie rozwoju systemu zarządzania w służbie cywilnej w warunkach współczesnych wyzwań za pomocą takiego innowacyjnego narzędzia jak e-learning, a także przeprowadzili rozważania na temat międzynarodowych praktyk zarządzania talentami w służbie cywilnej (na przykładzie Stanów Zjednoczonych, Niemiec, Francji, Wielkiej Brytanii, Singapuru i Japonii). Na tej podstawie zidentyfikowane zostały główne trendy w tworzeniu systemu zarządzania zasobami ludzkimi w służbie cywilnej Ukrainy i przeanalizowano specyfikę regulacji administracyjno-prawnych w tym zakresie.

Słowa kluczowe: służba cywilna; zasoby ludzkie; talent; zarządzanie talentami; rozwiązania technologiczne; rynek pracy

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