Problems of Ensuring Personnel Stability and Security in the Government Authorities of Countries with Economies in Transition

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Abstract: - The goal of the article was to investigate the problems of personnel security in the government authorities of countries with a transition economy. Personnel security has been considered from the position of a bureaucratic approach, which makes it impossible for government authorities' personnel policy to be effective and the development of professionalism and democracy. Theories of human resource management and management theory have been defined as general concepts of ensuring personnel security. The connection between the quality of government authorities' regulatory capacities and the efficiency of the government of transition economy has been revealed; the link between controlling corruption and increasing the efficiency of the government of transition economy has been established.

1 Introduction

Ensuring personnel security in the government authorities is a narrow subject of research, in particular in countries with transition economy. In the literature of recent years, little attention has been devoted to the issues of personnel security in government authorities, which determines the relevance and need to eliminate the existing gap. The development of e-government concept, the integration of information technology, the need to protect personal data are the factors that reinforce personnel security problems [1]. The global democracy's theory and concept of F. Fukuyama, which is the source of e-democracy development [2], appropriate and global governance, New Public Managemnet [3] toughen the requirements for personnel management in government authorities for employees. Accordingly, the problems arising from the development of government management concepts are intensified.

2 Literature Review

The investigation of personnel security in government authorities is limited to theories of public administration efficiency and has not become widespread. Personnel security in the system of public administration should be considered as a set of mechanisms, principles, methods aimed at the formation, development and preservation of human resources of the public administration system [4]. In the narrow sense, personnel security means the protection of personnel, ensuring the development, self-realization and self-improvement of employees. In an extended sense, personnel security is a set of mechanisms, methods, techniques that ensure the protection and effectiveness of public administration from threats of destructive professionalism, unprofessionalism, increasing the

number of people who have personal or corrupt ties to obtain their own benefits, etc.

Threats to personnel security in the public administration system are divided depending on the possibility of forecasting: predictable or unpredictable; depending on the security object: personnel, technologies, information, technical equipment, image; depending on the field of origin: external and internal [4]. Corruption is a type of threat to personnel security in the public administration system, which should be considered as the use of a person's official powers and related opportunities in order to obtain an illegal benefit or to accept a promise / offer of such a benefit for himself or others or, accordingly, a promise / offer or provision of improper advantage to a person or, at his request, to other individuals or legal entities in order to persuade that person to misuse the powers conferred on him and the related opportunities. Some relevant studies can be found in [5] and [6].

A qualitative approach to personnel management and the traditional, more bureaucratic approach [7], which is characteristic for transition economies, determine the level of personnel security. Traditional theories of human resource management are used in government authorities. "The information revolution including computer-assisted staffing and selection, automated customer service, and virtual office have not become significantly important to respondents" [8]. The concept of secure management control on a global scale is integrated into the concept of e-government [9]. Personnel policy is determined by the level of corruption, which in transition economies is an obstacle to effective administrating and democracy [10; 11. The development of the regulatory framework for corruption regulation and control is a prerequisite for effective personnel policy, professionalism of government authorities, as a consequence - a high level of personnel security [12].

3 Data and Methodology

The research is based on theories of human resources' management in government authorities and theories of public administration, which make it possible to form new knowledge about the integration of management control concepts into the practice of human resources' management.

The analysis has been conducted for countries with a transition economy according to panel data from the World Bank and Worldwide Governance Indicators (WGI) for the period of 2008-2018. The selected indicators have mostly reflected the level of personnel security, characterized the effectiveness of personnel policy in public administration and made it possible to identify the level of implementation of management control. Based on panel data from 12 countries with transition economies for the period of 1996-2018, models for estimating the relationship between variables were created in order to identify cause-effect relations between personnel security and government efficiency.

4 Results

The transition to market economic conditions is carried out through the transformation of institutions that determine the effectiveness of personnel policy and personnel security, and therefore - of the government authorities. During 2008-2018, the efficiency of the government authorities increased significantly in Albania, Azerbaijan, Belarus, Kazakhstan, Moldova and Ukraine. Minor changes have taken place in Armenia, Georgia, the Kyrgyz Republic, Russia and Serbia. Such trends are a consequence of the personnel policy of the government authorities in transition economies. Hence, it is possible to identify internal and external problems of personnel security: the prerequisites for the formation, namely the quality of institutions and the quality of administrative staff responsible for human resource management; political pressure (see Table 1) [13].

Table 1. Government Effectiveness* in transition economies in 2008-2018

Government Effectivness	2008			2018			Change	
Country/Territory	Estimate	StdErr	Rank	Estimate	StdErr	Rank	Estimate	Rank
Albania	-0,36	0,21	44,17	0,11	0,23	57,69	0,47	13,52
Armenia	-0,17	0,20	49,03	-0,02	0,21	51,44	0,15	2,41
Azerbaijan	-0,77	0,21	22,82	-0,10	0,22	49,04	0,67	26,22
Bosnia and Herzegovina	-0,60	0,23	33,50	-0,62	0,22	28,37	-0,02	-5,13
Belarus	-1,11	0,24	12,62	-0,30	0,23	40,38	0,81	27,76
Georgia	0,30	0,22	65,53	0,61	0,22	74,04	0,32	8,50
Kazakhstan	-0,46	0,20	39,81	0,02	0,20	54,33	0,48	14,52
Kyrgyz Republic	-0,79	0,22	21,84	-0,61	0,23	28,85	0,18	7,00
Moldova	-0,77	0,21	23,30	-0,47	0,21	35,58	0,31	12,28

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The Russian Federation	-0,36	0,20	43,69	-0,06	0,21	50,96	0,30	7,27
Ukraine	-0,72	0,20	27,18	-0,42	0,20	38,46	0,30	11,28
Serbia	-0,19	0,22	47,57	0,11	0,23	56,73	0,30	9,16

*Reflects perceptions of the quality of public services, the quality of the civil service and the degree of its independence from political pressures, the quality of policy formulation and implementation, and the credibility of the government's commitment to such policies.

The quality of government's regulatory capabilities is a prerequisite for effective personnel policy and personnel security based on regulations. Data on Regulatory Quality in transition economies (see Table 2) indicate positive developments in Belarus, Georgia, Kazakhstan, Ukraine and Serbia.

The capability of authorities to develop and implement personnel policies is a prerequisite for personnel security. According to the Regulatory Quality indicator, transition economies are at the average level (minimum rating value - 25,96, Belarus, maximum rating value – 83,17, Georgia).

Table 2. Regulatory Quality* in transition economies in 2008-2018

| Regulatory Quality | 2008 | | | 2018 | | | Change | |
Country/Territory	Estimate	StdErr	Rank	Estimate	StdErr	Rank	Estimate	Rank
Albania	0,15	0,18	55,83	0,28	0,21	63,46	0,13	7,64
Armenia	0,34	0,17	62,14	0,27	0,19	62,50	-0,07	0,36
Azerbaijan	-0,35	0,18	41,26	-0,38	0,22	37,02	-0,03	-4,24
Bosnia and Herzegovina	-0,15	0,18	51,46	-0,21	0,19	45,19	-0,06	-6,26
Belarus	-1,24	0,19	9,22	-0,66	0,19	25,96	0,58	16,74
Georgia	0,48	0,17	64,56	1,12	0,19	83,17	0,64	18,61
Kazakhstan	-0,34	0,17	43,20	0,14	0,18	60,10	0,48	16,89
Kyrgyz Republic	-0,35	0,17	42,23	-0,35	0,19	37,98	0,00	-4,25
Moldova	-0,18	0,18	50,00	-0,05	0,18	51,92	0,13	1,92
The Russian Federation	-0,39	0,18	39,81	-0,54	0,20	31,73	-0,15	-8,08
Ukraine	-0,53	0,18	33,01	-0,22	0,18	44,23	0,31	11,22
Serbia	-0,29	0,19	45,63	0,01	0,21	56,25	0,30	10,62

*Reflects perceptions of the ability of the government to formulate and implement sound policies and regulations that permit and promote private sector development.

The degree to which public authorities benefit in transition economies determines personnel security: decrease is possible in the level of professionalism of the government authorities as well as the effectiveness of decisions and the benefits of decisions for business, community. According to the

Control of Corruption indicator, transition economies are characterized by an average level of solution to this problem because the government authorities abuse their position for gaining benefit. So in this context personnel security is indirectly determined by this factor.

Table 3. Control of Corruption* in transition economies in 2008-2018

| Control of Corruption | 2008 | | | 2018 | | | Change | |
Country/Territory	Estimate	StdErr	Rank	Estimate	StdErr	Rank	Estimate	Rank
Albania	-0,59	0,14	33,50	-0,52	0,14	35,10	0,07	1,60
Armenia	-0,71	0,14	27,67	-0,35	0,14	42,79	0,36	15,12
Azerbaijan	-1,15	0,14	11,17	-0,83	0,14	21,63	0,32	10,47
Bosnia and Herzegovina	-0,36	0,14	42,72	-0,57	0,14	31,73	-0,21	-10,99
Belarus	-0,63	0,15	32,04	-0,19	0,14	49,04	0,44	17,00
Georgia	-0,11	0,14	54,37	0,71	0,14	76,44	0,82	22,07
Kazakhstan	-0,98	0,12	16,02	-0,50	0,13	36,06	0,48	20,04
Kyrgyz Republic	-1,22	0,14	6,31	-0,95	0,14	16,35	0,27	10,04
Moldova	-0,63	0,14	31,55	-0,73	0,13	25,96	-0,10	-5,59
The Russian Federation	-1,11	0,13	12,14	-0,85	0,13	21,15	0,27	9,02
Ukraine	-0,84	0,13	19,90	-0,87	0,13	18,27	-0,04	-1,63
Serbia	-0,31	0,14	46,60	-0,37	0,14	41,83	-0,06	-4,78

*Reflects perceptions of the extent to which public power is exercised for private gain, including both petty and grand forms of corruption, as well as "capture" of the state by elites and private interests.

From the standpoint of personnel security statement as a process of preventing impacts of government authorities on the economy through the regulation of labor relations and the intellectual potential of government authorities, the Control of Corruption indicator points to a low level of personnel security, forasmuch as there are threats of attracting intellectual capital with an insufficient level of professionalism, obtaining benefits from the implementation of personnel policies on the principle of applying political pressure. During the period of implementation of e-government's concept and the democracy principles, this indicator is an identifier of the professionalism and competence of government authorities. Assessing the level of e-government's development and the analyzed WGI for transition economies are tools for identifying personnel security issues in government authorities. The Sustainable Development Goals "16.5 Substantially reduce corruption and bribery in all their forms", "16.6 Develop effective, accountable and transparent institutions at all levels", "16.7 Ensure responsive, inclusive, participatory and representative decision-making at all levels" are aimed at reducing the level of corruption in countries in all its forms, development of institutions to ensure equity in the judicial system, strengthening the institutional environment, improving the effectiveness of managerial decisions in government authorities. Assessing the achievement of the objectives related to the prerequisites for personnel security is still a challenge, forasmuch as there is no dynamic data on indicators of institution's construction at all levels and strengthening of partnership. The Corruption Assessment indicator of transition economies shows positive shifts in overcoming corruption [14].

Table 4. CSR 16.5.2 Bribery incidence* (% of firms experiencing at least one bribe payment request) in 2009-2013

Country	2009	2013	Change, +/-
Albania	0,000	19,540	19,540
Armenia	15,502	7,067	-8,435
Azerbaijan	52,039	15,878	-36,161
Belarus	15,470	8,865	-6,605
Bosnia and Herzegovina	10,189	10,660	0,471
Georgia	9,837	2,216	-7,621
Kazakhstan	32,816	26,697	-6,119
Kyrgyzstan	42,539	59,768	17,229
Republic of Moldova	17,794	30,954	13,160
The Russian Federation	27,260	14,216	-13,044
Serbia	11,860	6,140	-5,720
Ukraine	38,464	50,434	11,971

*Proportion of businesses that had at least one contact with a public official and that paid a bribe to a public official, or were asked for a bribe by those public officials during the previous 12 months

In some transition economies (Kazakhstan, Kyrgyzstan, Republic of Moldova, Ukraine) bribery incidence remains a problem in ensuring personnel security.

Table 5. Primary government expenditures as a proportion of original approved budget (%)* in 2009-2016

Country	2009	2016	Change, +/-
Albania	98,71	95,91	3,46
Armenia	98,27	105,23	-0,33
Azerbaijan	85,02	109,14	-41,45
Belarus	111,92		-
Bosnia and Herzegovina	89,56		-
Kazakhstan	96,27	111,01	-29,46
Kyrgyzstan	105,45	93,09	7,87
Republic of Moldova	96,12	91,76	-

The Russian Federation	107,04	101,97	-8,19
Serbia	99,69	93,81	-7,59
Ukraine	88,43	90,74	-6,94

*Develop effective, accountable and transparent institutions at all levels. INDICATOR 16.6.1. Primary government expenditures as a proportion of original approved budget, by sector (or by budget codes or similar)

The regression equation of government efficiency is estimated (see Table 6) depending on the quality of the regulatory environment and the level of corruption control in transition economies with a high level of adequacy (Adjusted R-squared 0.6766); it explains the dependence of the personnel policy and security's effectiveness. With a significance value of 1%, it can be argued that an increase in the quality evaluation of government authorities' regulatory capabilities by 1 point will ensure an increase in the effectiveness of the government of transition economy by 0,4919 points; an increase in the assessment of corruption control by 1 point will increase the effectiveness of the government of transition economy by 0,2908 points.

Table 6. The assessment results of government performance depending on Regulatory Quality and Control of Corruption

Dependent Variable: GOVERNMENT_EFFECTIVNESS
Method: Panel Least Squares
Date: 05/29/20   Time: 21:07
Sample: 1996 2018
Periods included: 20
Cross-sections included: 12
Total panel (balanced) observations: 240

Variable	Coefficient	Std. Error	t-Statistic	Prob.
REGULATORY_QUALITY	0.491881	0.032895	14.95293	0.0000
CONTROL_OF_CORRUPTION	0.290807	0.038599	7.534084	0.0000
C	-0.108749	0.027908	-3.896711	0.0001

Root MSE	0.206146	R-squared	0.679316
Mean dependent var	-0.465302	Adjusted R-squared	0.676610
S.D. dependent var	0.364789	S.E. of regression	0.207446
Akaike info criterion	-0.295467	Sum squared resid	10.19905
Schwarz criterion	-0.251959	Log likelihood	38.45609
Hannan-Quinn criter.	-0.277937	F-statistic	251.0223
Durbin-Watson stat	0.388277	Prob(F-statistic)	0.000000

The conducted investigation makes it possible to draw conclusions concerning the basic problems and threats to personnel security in the government authorities of countries with transition economy: corruption, corruption control and the quality of the regulatory environment. Also, personnel security is determined by the level of effectiveness of the company's personnel policy development, professionalism of civil servants, and intellectual capital.

The outlined problems require the development of human resources to ensure effective control of corruption and the quality of the regulatory environment. The availability of basic knowledge in the areas of information security and anti-terrorism security among government officials determines the quality of control and the effectiveness of regulators. In this regard, the need arises to organize and provide conducting majors courses of postgraduate studies to improve personnel's skills through the acquisition of relevant competences in the field of work and general knowledge of anti-terrorist security in the profile (including information), increasing the role of legal awareness in everyday life, skills recognition of manipulative technologies.

5 Discussion

The problems of ensuring the personnel security of transition economies, identified in the study, correlate with the findings of scientists and confirm the negative impact of corruption, which generates a

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bureaucratic approach to the formation of personnel policy. Countries with low per capita incomes, which are generally characteristic for transition economies, are more prone to corruption [15]. Corruption causes inadequate legal protection and weakness of the institutional system. Anti-corruption policy, control of corruption ensures the transition of the country's economy to a market one [16]. Therefore, the effectiveness of personnel policy in transition economies is determined by the ability to combat corruption. It follows herefrom the capacity to develop democracy and e-government. The willingness of the government authorities to serve the interests of society is inversely proportional to the level of corruption in the country [17]. The priority of public interests in the objectives of the government authorities is an obstacle or a protector against corruption, respectively, the level of personnel security increases through the transmission mechanism: from the acquisition of competencies and professional skills to the implementation of effective personnel policy. Excessive bureaucracy hinders effective personnel policy [18]. The high level of personnel security is evidenced by the level of the economy openness, as a consequence of the country's transition to a market economy, and the growth of economic freedom [19]. The institutional mechanism for combating corruption leads to quality institutions and economic freedom, a democratic country; these factors are prerequisites for personnel security [20]. Institutions, culture and personal qualities of the government authorities of transition economies are prerequisites for personnel security [21]. The structure's formality of institutions leads to a decrease in personnel security [22].

6 Conclusion

The study conducted makes it possible to draw a number of important conclusions. Personnel security of government authorities refers to theories of personnel management, human resources; it is an important component in ensuring professionalism, development of competencies and skills of personnel in the public administration system. Personnel security is formed as a result of countries' transition to market economic conditions and the transformation of institutions. Personnel policy determines the effectiveness of government authorities. The quality of civil service in transition economies in general and the degree of its independence from political pressure, the quality of public policy development varies significantly in

different countries. Internal and external problems of personnel security are at the same time prerequisites for the formation of personnel policy. The quality and independence of institutions affects the quality of management personnel and government authorities. The investigation conducted confirms the low level of personnel security in the government authorities of countries with transition economy. Therefore, threats of attracting intellectual capital with an insufficient level of professionalism emerge; as a result, it contributes to obtaining benefits by the government authorities in the process of implementing personnel policies on the principle of applying political pressure.

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