

ZNAČAJ KVALITETA UPRAVLJANJA LJUDSKIM POTENCIJALIMA ZA REFORMU JAVNE UPRAVE U BOSNI I HERCEGOVINI

IMPORTANCE OF HUMAN RESOURCE MANAGEMENT QUALITY FOR PUBLIC ADMINISTRATION REFORM IN BOSNIA AND HERZEGOVINA

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REZIME

Cilj rada je kroz interdisciplinarni pristup prikazati značaj, razvoj i ograničenja napredovanja aspekta upravljanja ljudskim potencijalima kao jednog od zadataka reforme javne uprave u BiH. Reforma javne uprave je preduvjet za proces pridruživanja BiH Evropskoj uniji. Proces pridruživanja podrazumijeva administrativni kapacitet i sposobnost prilagodavanja i implementiranja ključnih uvjeta propisanih u Acquis communautaire. Identificirano je nekoliko problema u okviru javne uprave u BiH, a glavni uzroci su slab položaj horizontalnih sistema i nedostatak učinkovitih strategija upravljanja ljudskim potencijalima. Na osnovu rezultata studije slučaja u javnoj upravi BiH i iskustava zemalja članica Evropske unije, predložene su strategije za poboljšanje kvaliteta procesa pridruživanja.

Ključne riječi: javna uprava, reforma, upravljanje ljudskim potencijalima

SUMMARY

The aim of this paper is to provide importance, development and constraints of the improvement of human resource management as one of the proposed tasks for public administration reform in BiH. Public administration reform is precondition for the process of European Union integration. Integration process requires administrative capacity and the abilities of accommodation and implementation of key conditions prescribed by Acquis communautaire. Several problems have been identified within BiH public administration, and the main causes are weak position of horizontal systems and lack of effective human resource management strategies. On the ground of case study implemented in BiH public administration and experiences of the European Union members, strategies for the European Union integration process improvement are recommended.

Keywords: public administration, reform, human resource management

1. MAIN AIMS AND PROBLEMS OF PUBLIC ADMINISTRATION REFORM IN BOSNIA AND HERZEGOVINA

Public administration reform in Bosnia and Herzegovina is a precondition for the integration of into European Union. Integration process considers sufficient administrative capacity and the ability to adopt and implement the core of European law (the Acquis communautaire), a key requirement for EU membership. [9] Over the last decade, the administration has grown,

as well as the needs and expectation of citizens. In order to meet citizen demands and to come closer to the goal of European Integration, administration must undergo the process of improvement and reform. The EU accession criteria were fixed by the European Council in Copenhagen in 1993, and reinforced by the European Council in Madrid in 1995. Since the EU operates primarily through its Members' administrations, it is necessary for candidates to demonstrate the ability to adopt the 35 Chapters of rules in the EU legislations, and the capacity to fully implement it.

On the basis of that, the public administration reform in Bosnia and Herzegovina is guided by the vision to create a public administration that is more effective, efficient and accountable, that will serve the citizens better for less money, and that will operate with transparent and open procedures, while meeting all conditions set by European Integration, and thereby truly become a facilitator for continuous and sustainable social and economic development. [9] The starting point is the development of Public Administration Strategy, document focuses on improving general administrative capacity, through the reform of core horizontal systems and structures of governance on the level of BiH, the Entities and Brcko District.

The reform embraces six reform areas: Policy-Making and Coordination Capacities, Human Resource Management, Administrative Procedure, Public Finance, Institutional Communication and Information Technologies. Several problems are identified within Bosnia and Herzegovina's public administration: a lack of qualified and adequately trained personnel, overburdened procedures, weak coordination and analytical capacities, fragmented mechanisms for accountability and control. [9]

A major causes of these problems are weak status of horizontal systems and the ineffective management of these systems, and lack of effective human resource management and organisational rearrangement. [5, 9]

If the public administration is to work effectively, methods and techniques of human resource management must be present within it. Human resource policy is also a key element of meeting the challenge which EU membership presents. [1, 9] The *Acquis communautaire* includes directives on equal opportunities in Chapter 19 (labour) reinforced by the principles included under Chapter 23 (anti-corruption). [9] That means that psychological methods of human resource management should be applied within public administration, in order to come closer to the EU Integration process.

2. PUBLIC ADMINISTRATION REFORM IN EUROPEAN STATES

Most European states have already understood the importance of human resource management for public administration reform, as well as the importance of psychological methods of human resource management. One of the main changes that contributed to the implementation of human resource techniques in European states was the relationship between state and society in services. [1] Today government and public bureaucracy are not only autonomous participants in service offering and policy implementation, and they cannot be divided from the wider society. [1] Besides that, most European public services are less centralized and hierarchal than before.

Steijn concludes that job satisfaction of Dutch public service employees is consistent with studies in the private sector and that it is the intrinsic aspects of their work situations. [13] The main implication of this study is that work system redesign and more advanced use of human resource practices positively enhance job satisfaction and organisational performance in public services, just as they do in the private sector. [13]

Recent studies of human resource management reform in British public sector have revealed the importance of human resource management experts participations, especially concerning psychological issues such as job satisfaction, communication, development needs identifying process, staff participation and competency framework. [1] It is evident that problems

occurring in British public services were mostly psychologically oriented, and could be solved by the appropriate use of psychological human resource management methods. [5]

The practical implication of Belgium public administration is development of a person-organisation fit model based on the concept of public motivation, to include factors such as affiliation with politics, self-sacrifice, public interest and compassion could possibly offer good explanation of why some people select government as an employer of choice. [1] It is evident that personal traits play a crucial role when deciding which sector to choose as an employer, which is also a psychological question. [5]

3. REFORM IN POST-COMMUNIST COUNTRIES

The following steps in the area of human resource management reform were conducted in post-communist countries in order to achieve European Union accession:

1. decentralisation [1]
2. change of all rules according to which social life was organised [1]
3. development of civil society and democratic behaviour [10]
4. public safety [1, 10]
5. the dependence between the shape of public administration and the effectiveness of all units and sections of public service [1]
6. the increase in the economic activity of individuals, who were not engaged in public administration and civil service before
7. interaction between central and local authorities [2]
8. the status of municipality servants and public service [2]
9. modernizing the central state administration [10]
10. improving the quality of administration functioning by coming near to citizens [3]
11. quality of human resource and its ethical values [1, 2]
12. resist to corruption [1]
13. education systems before an accession to the public sector, especially civil servants appointment [1, 10]
14. training and development [1, 10]
15. acceptance of written regulations and the code of ethics of public administration employees [1]
16. influence of supervisors and their leadership style [1]
17. the importance of investing in human resource. [12]

Stare and Klun describes in their study conducted between Slovenian civil servants that the increase in the number of employees who were included in training in one year, will improve the administration's performance indicator in the following year, as well as citizen satisfaction. [12] In order to achieve European Union standards, all post-communist countries invest a lot of money in training and education of civil servants, with the aim to improve citizens' satisfaction.

According to Boris Petz, in a few post-communist countries, such as Czech Republic, Bulgaria and ex-Yugoslavia countries, industrial psychology has had a long tradition, and psychologist never separated man/woman from the institution. [7] That is why, concludes Petz, new achievements in organisational psychology were not something new for the ex-Yugoslavian countries. But, the experiences of two ex-Yugoslavian countries, Croatia and Serbia, did not support Petz's conclusion.

The main problems occurring in Croatian and Serbian public administration may be summarized as follows [8, 11]:

1. a lack of clear strategy in the field
2. an underdeveloped concept of public servants
3. a lack of evaluation procedures

4. inadequate databases for civil servants
5. the non-existence of the central office which would deal with human resource management
6. a lack of continuity in the follow-up of the entire process of human resource management within the Ministries
7. leadership styles.

As a recommendations in the area of human resource management reform are mentioned: the creation of the Central Office agency for human resource management, the creation of the human resource management units within the Secretariat of each Ministry, the establishment of the training and development centre for civil servants, the redefinition and reorganisation of procedures into modern, computerised, efficient and effective mechanisms, the development of effective evaluation procedures. [11]

It is evident that ex-Yugoslavian countries must learn a lot in the field of human resource management reform and organisational psychology. Although they are also post-communist countries, only one of them achieved the necessary standards for the EU accession. All others must work a lot in the field of human resource management reform, and ponder the achievements of the other countries.

4. HUMAN RESOURCE MANAGEMENT REFORM IN BIH

The current situation in relation to HRM in BiH is complex. A legal framework is in place, but there are different approaches for the development of certain HRM functions, and different legal solutions across the levels of government. These differences are evident in law, and are also applied in practice. Lack of unified procedures and requirements hamper mobility within the territory and the procedures are often lengthy, cumbersome and costly. HRM tools are not always fully implemented.[9] One of the basic HRM strategies is recruitment strategy. In civil service in Bosnia and Herzegovina motivational strategies are directed only to trainings of civil servants organised by Civil Service Agency. Although some of the trainings encompass topics such as soft skills and change management, they are not chosen correctly, which means, in accordance with personal needs for training and development. Most institutions do not have human resource management offices, and, a few of them that have it, do not employ psychologist as human resource specialist. [5]

Christoph Demmke realised the need for psychologist in the process of public administration reform and the transition era. Motivational strategies are one small but large area through which the important subject such as personal needs, personal development, working conditions, working time and demand can be studied and solved. [1] That is one of the steps that is needed within public administration reform in Bosnia and Herzegovina. [5]

Human resource management system in public administration in Bosnia and Herzegovina, besides on transparency and equity, has to be based on principles of merit, professionalism, support and remuneration of efficiency in work.[9] Acquis contains provisions on obligations of providing equal chances to candidates on the occasion of recruitment, which are additionally confirmed through principles of combating corruption. [1, 9]

The following primary aspects in the area of human resource management are identified by the third part of the Action plan 1: harmonised access to modern practice of human resource management, organisational management, information management, planning of human potentials, recruitment and selection, result management, training and development, salaries, discipline, support to the staff and diversity management.[9]

The precise review of the abovementioned aspects reveals that the engagement of psychologist is necessary in even eight of them.[5] These are: planning of human potentials, recruitment and selection, result management, training and development, salaries, discipline,

support to the staff and diversity management.[5] The similar situation is with projects prepared within Human resource management reform area of Coordinator's Office.

Public Administration Reform Coordinator's Office is currently between traditional and reform model of public human resource management, even when Human Resource Management Reform Area is concerned. One of the problems is the lack of psychologist within Human Resource Management Reform Area, as well as top-down communication pattern.

5. HUMAN RESOURCE MANAGEMENT REFORM – RECOMMENDATIONS

Department for training and education within Agency for Civil Service Bosnia and Herzegovina has not been established yet in its proposed lines and measures.[15] The Department should count five employees: deputy director, Head of Department, expert advisor for planning, analysis and coordination, senior expert associate for decentralised training and expert associate for centralised training. [15]

Besides that unsolved problem, employees dealing with human resource management in public sector in Bosnia and Herzegovina do not have adequate education, as well as knowledge on that issue. Also, human resource management is constrained to trainings proposed by the Civil Service Agency, personal files drafting and some poor attempts of "performance management". Human resource development as well as other psychological methods and techniques are neglected within public service in Bosnia and Herzegovina. [5]

Human resource development has two components: political and identity-shaping. [4] This places a heavy burden of responsibilities and care on human resource development practitioners designing adequate programmes for it. [4] It is well known that civil service is connected to "strong, serious, life-long job contracts", and issues of stability and security. In order to replace this opinion with something modern, fresh and close-to-psychological methods, D.T. Hall and J.E. Moss established "the new protean career contract", in which *"the person, not the organisation, is managing. The protean person's own personal career choices and the search for self-fulfilment are the unifying and the integrating elements in her or his life. The criterion of success is internal (psychological success) not external."* [6]

Human resource development as a concept build by experts should contribute to: an understanding of the process of knowledge productivity, improvement and innovation, and the support of learning, developing interventions to facilitate the learning functions of the corporate curriculum for knowledge work, and with an emphasis upon the learning infrastructure and critical reflective work behaviour, starting a dialogue on the need for emancipation as a prerequisite for sustainable growth, promoting development of social capital in which knowledge networks are embedded. [14]

Although it is evident that psychological approach within public administration is necessary in order to achieve modern human resource management techniques, the mistaken "perception" of psychologist as a scientist usually predominates. [1, 5] Besides that, human resource management reform is often neglected in comparison with other reform areas and tasks proposed within Acquis. But, public service is not stable entity any more, because it changes over time. According to Demmke, public service now must respond to several demands: impact of demographic development, impact of European union on national public services, significance of information technologies in public service, changes in values and qualifications, need for decentralisation of responsibilities, need for bigger, international, functional, territorial and sector mobility, need for gender balance in employment, need for openness, transparency and human rights, responsibility in money-spending, and tendency towards effective policies in democratic society. [1]

Public administration in Bosnia and Herzegovina must be aware of significant changes and reforms that must be done in order to achieve tasks proposed by Acquis. Human resource

management reform includes not only trainings and job analysis, it also includes issues such as equity, selection, human rights, human development, potentials, talents, competencies... The project “*Establishment of Modern Departments for Human Resource Management in the Ministries and Institution of the Federation of Bosnia and Herzegovina*” in Human resource management reform area in Public Administration Reform Coordinator’s Office will result in the establishment of human resource management units in each ministry in Federation of Bosnia and Herzegovina. [5, 9] Therefore, the establishment of human resource management units in public service will not solve the problem of inappropriate use of human resource methods and techniques, well familiar only to psychologist. The second step will be the establishment of teams of human resource management experts, in which one member must be psychologist. [5] That is the only way through which human resource management reform can be implemented in the future.

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