

DEVELOPMENT OF HUMAN RESOURCE MANAGEMENT IN THE EU CONTEXT. ASPECTS OF EVALUATION AND DIMENSIONS.

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Abstract: *The potential of any organization depends, firstly, on its human potential. Human resource, especially through managerial activity, augments the material and financial potential of any organization. On the other hand, the public administration in Romania and elsewhere has been and is subject to numerous criticisms concerning the functioning and quality of its provided services. The conducted research is characterized by a sequential approach. It begins by establishing the research goals, after that continues with establishing the research methodology, conducting effective research, presentation of the results representing the final stage of the paper. The overall objective of the conducted research is substantiating the importance of evaluation of human resources in public administration. Fulfilling this objective is done by pursuing and achieving the following general objectives: approaches to human resource management in public administration; highlighting the main aspects specific to the new public management (NPM); the new public management reform areas; corruption in public administration; conceptual approach in terms of performance and evaluation of human resources; performance measurement in public administration in Romania; basically a study showing the importance of evaluating human resources. The approach process of the human resources management in the public sector requires a particle analysis framework to be able to highlight the influence that the political side it has on its evolution. Rosembloom (1982) considers that a long time has been pursued an assimilation of values from the private into the public domain in the management process in general and of human resources in particular. In this section we try to present what are the main approaches to human resource management in public administration, focusing on their sizing and performance evaluation in relation to the volume and quality level of activities. We will also highlight the role of management control in increasing the performance of human resources in public administration, in the EU context.*

Keywords: Human resource, managerial activity, organization, quality, services.

JEL classification: M12, M50.

The human resources management approach process in the public sector requires an analysis framework that can be able to highlight the influence that it has on its political side. Rosembloom (1993) considers that a long time it has been pursued an assimilation of values from the private into the public domain in the management of human resources in general and in particular. He defines four major factors influence.

In this section we try to present what are the main approaches to human resource management in public administration, focusing on their sizing and performance evaluation in relation to the volume and quality level of activities. We will also highlight the role of management control in increasing the performance of human resources in public administration

1. Sizing and evaluation of human resources management in public administration

Human resources management in public administration, in its study, involves an analysis framework to capture specific political influence on it. At first we tried (Rosenbloom, 1993) for a long period of time, the application of public management, including human resources, values and specific elements of the private sector. Rosenbloom believes that there are four factors that must be taken into account in the public sector: the constitution, the market, sovereignty and public interests. He believes that these factors are not really mirror and private sector human resources policy is a complicated one due to fragmentation and competition authority.

The formal framework where public management functions is another element of differentiation between the public and private sectors (Klingner and Nalbadian, 1998). In the public sector, the Government is also the public authority and also the employer.

There are similarities that the two sectors presents, in particular regarding the tasks content. The elements regarding recruitment and selection, motivation, working conditions should not be that different between the public and private sectors.

Human Resources Management in public administration depends largely on the existing system of civil servants. In most countries, there are three such systems (Frederick Lane, 2006):

- ⇒ *patronage system*: political power is very important in the appointment of persons;
- ⇒ *system based on meritocracy* (public) aims at hiring the most capable people in the public system;
- ⇒ *labor relations system* (system of collective contracting) is the latest.

From the perspective of public service recipient it is desirable, at least at first glance, as administrative hiring in public sector should be made on merit. This concept is an elitist one, citizens wishing in order of quality public services that people best prepared to be engaged in the public administration.

It is often difficult to determine the boundary between the system based on meritocracy and the one based on patronage, because often conflicts arise between the interests of political groups and civil service system.

A quality public service that responds to the needs of citizens as much as possible, depends on public character management organization in general and the human resources, in particular (Fig. 1). Human, financial and material public organization is highlighted by the management of this organization. But those who use financial and material resources for the provision of the public service are public sector employees. How they are selected, motivated by their qualification depends, ultimately, the quality of public services. On the other hand, the financial resources and even materials available to the public entity may act as a limiting factor on the number of employees and their qualification

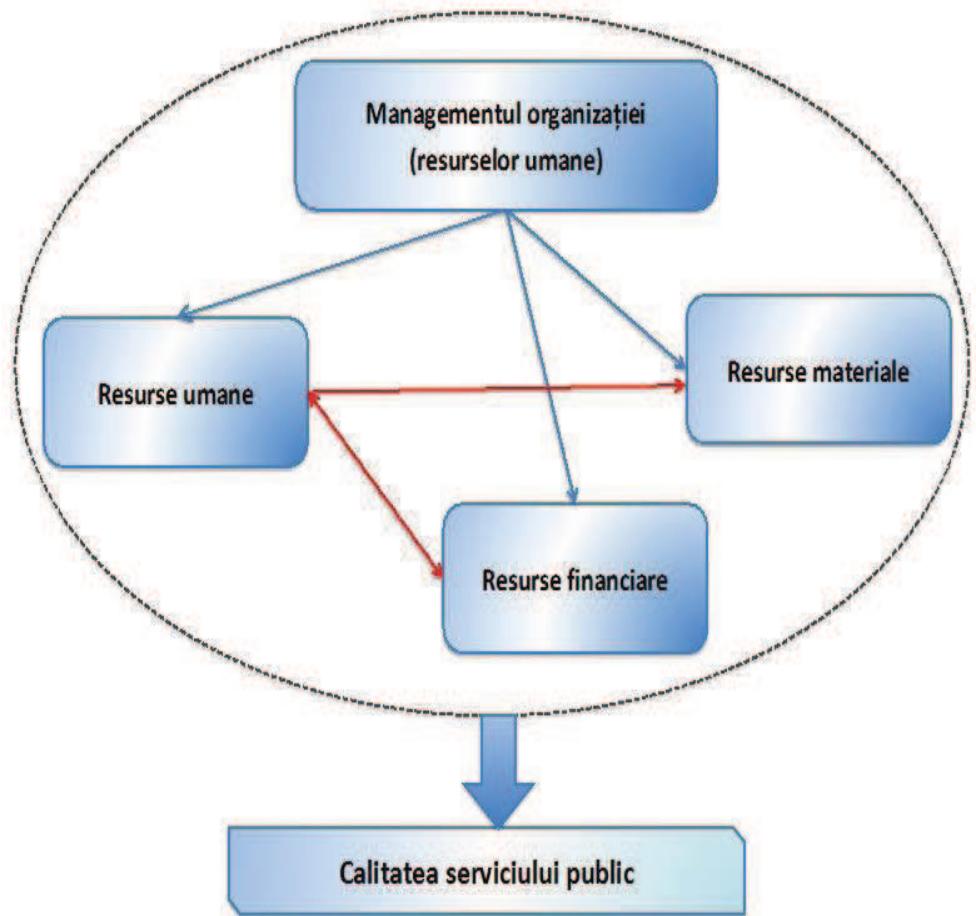


Figura nr. 1: Connecting organizational management, human resource management and quality of public service

Source: own design

2. Sizing human resources in public administration

Human potential available in an organization depends on the number of employees (number of recorded). This indicator reflects the level of human potential at one time and consists of all those who have an employment contract with the organization for which the calculation is made, whether they were present or absent from work for various reasons, during the reported period. Thus defined, the "number of employees" is an indicator of stock. In economic analysis, indicators measuring labor are, in most cases, correlated with indicators of flux. Therefore, it is necessary to calculate "the average number" for a certain period, indicator that can be correlated with the level of service or production, where appropriate, or other indicators of flow for the determination of derived indicators, such as labor productivity, labor endowment with material means, etc.

The average number of employees is calculated differently, and for other categories of employees.

The average number of performers (\bar{E}) is calculated as the simple arithmetic average of the number of employees at the implementation level every day in the organization for which the analysis is recorded:

$$\bar{E} = \frac{\sum E_l}{n_z}$$

Where:

E_l - number of performers from the day l (for days off and holidays the number in the last prior working day is considered);

n_z - number of calendar days in the period.

Analysis of the use of working time

Analysis of labor based on the indicator "average number of employees" does not account for unused time work, because it contains records of persons in the organization, whether they are present or not at work, whether working or not fully in a working day. Consideration of these issues leads to the determination of indicators, such as the background maximum time available, actual working time, time not worked, etc., expressed in man-hours and man-days, as well as some derived compiled based.

By man-hour worked means a period of one hour worked by an employee. Man-days expresses a day present to work of an employee (contractor), regardless of the number of hours worked that day.

The information used for the analysis of working time can be summarized in the "Balance of the use working time" elaborated by categories of employees. This includes the following indicators:

I. Resources of working time:

fund for the calendar (FTC) determining relations:

- man-days $FTCZ = \bar{E} \times n_z$

- man-hours $FTCH = \bar{E} \times n_z \times 8$

a) free days and holidays - expressed in man-days and man-hours. The size of this indicator is based on the number of such days in the period (month) analyzed and the average number of employees (performers)

b) holiday leave - also expressed as days man and man-hours

c) time fund maximum available (FTMD) expressed in:

- man-days (FTMDZ)

- man-hours (FTMDH)

$$d = a - (b + c)$$

II. Utilization od working time:

d) working time effectively used:

- man-days (TZ)

- man-hours (TH)

e) unworked time:

f1)unworked time in days - in man-days and man-hours

f2)unworked time in the working day - expressed in man hours.

Unworked time is expressed through reasons: maternity leave and reduced hours for maternity, sick leave and reduced hours for illness, permissions, unpaid, etc.

$$d = e + f$$

Using absolute indicators from the balance, we can calculate a number of derived indicators:

- The degree of use of the available time

$$\frac{TZ}{FTMZ} \times 100$$

respectively,

$$\frac{TH}{FTMDH} \times 100$$

- The average length of the working day (\bar{DZ}) - expresses the average number of hours worked by an employee in a day

$$\overline{DZ} = \frac{TH}{TZ}$$

- The use of workday (KDZ)

$$KDZ = \frac{\overline{DZ}}{DNZ} \times 100$$

where the DNZ - the normal working day (usually 8 hours);

- Average duration of work (DL) - expresses the average number of days worked in a month an employee

$$\overline{DL} = \frac{TZ}{\bar{E}}$$

- Utilization of working month (KDL);

$$KDL = \frac{DL}{DNL} \times 100$$

where: DNL - normal duration of the working analyzed month;

- Loss of time due to full utilization of the working day:

$$(\overline{DZ}-DNZ) \times TZ$$

- Loss of time due to the use of full working month, expressed in man-days;

$$(\overline{DL}-DNL) \times \bar{E}$$

Knowing the total time not worked and the hourly and daily yields, enables assessing the loss of "production" due to non-use full working time, namely:

- Loss of "production" due to incomplete use of the working day:

$$(\overline{DZ}-DNZ) \times TZ \times Wh$$

where: Wh - hourly productivity;

- Loss of "production" due to incomplete use of the working month:

$$(\overline{DL}-DNL) \times \bar{E} \times Wz$$

the WZ - daily productivity

It also can cause total losses on account of incomplete use of the work day and work month by adding specific relations of the two categories of losses.

Taking into account the amount of work required to provide a specific service at a specific quality level and losses according to the model above, we can determine the average number of staff (especially execution) necessary to achieve the service. In some public services, such as health, public policy, it is easier to focus on prevention rather than on solving situations. Thus, it is easier and cheaper to prevent the onset of certain diseases than to treat the diseases or is it better to discourage certain offenses than subsequently trying to repair the resulting damage (if possible).

3. Evaluation of human resources in public administration (in terms of potential performance)

A long time, in public organizations was not questioned the problem of achieving objectives or measurement of these objectives, the government being mostly concerned with rules and programs. But public sector reform in recent years has focused the need to generate organizational and individual performance.

Thus, the question for public sector managers is to assess whether the organization works well or less well in relation to certain performance standards. Although the performance measurement is difficult for any organization in the public sector it becomes more complicated

In private organizations that aim to gain profit, financial issues on short, medium and / or long term can be performance assimilated; instead, things are completely different in public organizations where their mission is closely linked to the services which they provide.

Management and performance measurement in the public sector employees should consider:

- ⇒ transparency in measuring and evaluating the results
- ⇒ reward those who do well and punish those who obtain poor results.

In order to increase organizational performance, human resource management may consider:

- increase employee performance by improving their skills and abilities;
- increased attention to material and immaterial motivation of employees and to promote among them a positive attitude;
- promotion of employees strictly on merit

Staff assessment in the public sector at international level was directed at traditional evaluation systems, standardized, formal, detailed, based on meeting targets.

The perceived value of meritocracy principle is closely related to the assessment objectives and consequential reward. Therefore, the manager, as the assessor should not only assess performance, but also to consider some way of targeting and evaluation of their fulfillment. Starting from this assumption, it can be seen that preparation, training and good faith of public sector managers and employees is crucial to the performance of public organizations.

The evaluation system in the public sector needed to be reformed, starting from the fact that approximately 95% of employees were evaluated as "very good", an important part of providing this qualifier was the age factor. The new evaluation process considers staff to be assessed taking into account two additional criteria

- reference to the targets set in the annual performance assessment;
- reference to individual career development within an assessment of individual potential.

Monitoring and evaluation of employees in an appropriate framework contributing to the objectives of the organization to an extent best possible service is provided at the highest level.

Individual assessment is a method by which an employee strengths are quantified, noting his role in one context situation, that of his department. Following the evaluation may result that the employee has significant potential, but cannot adapt to the characteristics of the post he occupies.

Evaluation should aim at correcting the weaknesses of an employee and the value of its strengths. Scoring should not be perceived as a penalty, because that is not its aim.

Evaluation techniques can be developed and can specifies ways for making their application.

Formal evaluation actions have many names: review meetings, meetings of assessment activity and development meetings. By name in apparent purpose of which is attributed to such a meeting.

In some organizations of a public character, there is a balance of competencies complements the evaluation. Such an assessment is very helpful in scheduling and employee career management enables the organization to make best use of the available workforce.

Public officials can be evaluated based on some specific ethical codes. These codes specify what "rules of conduct" can be conducted so that the public official behave morally. There are numerous factors that have competed in the introduction of codes of ethics for civil servants:

- The need to fight phenomena such as corruption, abuse of office power, etc.
- The need to protect civil servants who carries out its duties in a fair and honest manner;
- Protecting the rights of those who filed complaints against the activities of a public servant;
- The need to improve the quality of administrative activities in accordance with citizens' needs;

- The need to implement different forms of control of civil servants by acknowledging the adoption of ethical and professional behavior in the workplace;
- The need to increase public confidence in the work field of public servants.

It should be noted that these ethical regulations and codes must match as possible specific areas of public administration, such as police, health, education, army, etc.

Conclusions

Control is a function of management and is often associated with the liability. It is increasingly important for measuring results and the ability to assign a person (individual responsibility), an organization (collective responsibility) or causes (which can change advertising activities). In some countries, the responsibility is closely linked to the personal liability of (senior) civil servants. In this context, the basic idea is that performance is closely related to managers responsible for achieved results (success or failure), making them responsible and even motivating.

If we consider the government can raise issues regarding the context of control, responsibility for control, under control, and its consequences touch with political responsibility.

The term control outlook can be associated either with operational or strategic perspective. Thus, from an operational perspective, we consider control through the use of tools for measuring and verifying the results in order to improve operational process. From the strategic perspective, assumed control of certain audit procedures and assessment to determine the timeliness of decisions and programs on medium and long term.

One aspect to be considered is inspected. This will only assess the results or its impact? Analysis of the results of physical and financial control provides an objective basis, providing relevant quantitative information necessary to support a judgment. However, it can provide only a partial answer to the problem of government objectives, as to whether the objectives have actually been achieved often needed more research through an analysis or a detailed assessment of the program.

Two types of objectives can be seen here: quantitative operational goals can be verified by measuring outputs; strategic objectives (legislative or governmental decisions) or objectives in terms of impact to be checked by analysis of the results.

The consequences of control

The problem arises because the consequences of control in some control reform is to achieve a break through perceived compared to earlier administrative culture that consider only negative aspect, sanctioning control, by legal or political nature. By its nature, judicial review is exercised based on an appeal against a decision taken by a public authority. Call evokes an error or a forgery committed by the authority and is directed against this authority. Similarly, political control can focus on discussions regarding errors and identify those responsible. The same is true of the administrative audit whose work may consist in particular in identifying dysfunction. In these cases the control is therefore based on errors and mistakes an organization.

Administrative responsibility or legal liability may be so severe that it will be difficult to apply, being very penalizing for the individual.

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