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## HUMAN RESOURCE MANAGEMENT AND PUBLIC ORGANIZATIONS

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**ABSTRACT:** *This research provide the most important foundations of human resource management that we can apply in both public and private sector organizations such as job design, control, teamwork, leadership, managerial roles, staffing practices and career management. It then moves on to review the process of HRM in private and public organizations, performance, functions in the PS, in addition to the operations of human resource management in public sector, the main standards and its application, then we talk about the HR role in the public sector reform which is giving greater involvement in public sector in order to improve services.*

**KEYWORDS:** human resource, management, public organizations, process of HRM, performance.

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### INTRODUCTION

Efficiency of administration is directly depending on human resources, therefore we need to develop our public institutions through modernizing and improving human resource management by building up efficiency of individuals and improving their performance. Therefore Algeria draws interest to this important resource through the rehabilitation of administration and making it citizenship and activating the transparency, responsibility, accelerate the response to the concerns of citizens, and provide services with best quality and lowest cost

#### **Problematique:**

How can we exploit human resource in public sector?

From this main question we ask the following sub-questions:

What is human resource management?

What are the operations of human resource management in the public sector?

#### **Importance of the research:**

Importance of this research is knowing the operations that we need to incorporate in human resource management for public sector development.

#### **Research goals:**

This research aimed to

Highlighting the need to develop human resource management.

Identifying human resource management operations in the public sector.

Showing the standards of human resource management in public sector.

#### **Structure of the research:**

The resource includes three main axes:

1\_ human resource management.

2\_ human resource management in public and private organizations.

3\_ operations of human resource management in public sector.

### **1\_ human resource management:**

The roots of HRM go back as far as the 1950s, when writers like Drucker and McGregor stressed the need for visionary goal-directed leadership and management of business integration. This was succeeded by the 'behavioural science movement' in the 1960s, headed by Maslow, Argyris and Herzberg. These scholars emphasised the 'value' aspect of human resources (HR) in organisations and argued for a better quality of working life for workers. This formed the basis of the 'organisational development movement' initiated by Bennis in the 1970s.<sup>1</sup> The 'human resource accounting' (HRA) theory developed by Flamholtz (1974) was an outcome of these sequential developments in the field of HRM and is considered to be the origin of HRM as a defined school of thought. HRA emphasised human resources as assets for any organisation. This 'asset' view began to gain support in the 1980s. The last twenty-five years or so have then witnessed rapid developments in the field of HRM, which are an outcome of a number of factors such as growing competition (mainly to US/UK firms by Japanese firms), slow economic growth in the Western developed nations, realisation about the prospects of HRM's contribution towards firms' performance, creation of HRM chairs in universities and HRM-specific positions in the industry, introduction of HRM into curricula in the early 1980s, and a continuous emphasis on the involvement of HRM strategy in the business strategy.<sup>2</sup>

### **The definition of human resource management:**

All planned and controlled activities of an organization to build and maintain the relation between employees and the organization in order to meet both business objectives and employees expectations.<sup>3</sup>

### **Other definitions:**

HRM is a process for staffing the organization and sustaining high employee performance. HRM can be defined as all the practices, systems and procedures implemented to attract, acquire, develop and manage human resources to achieve the goals of an organization. Simply it is managing the employment relationship.<sup>4</sup>

### **Foundations of human resource management:**

We will briefly review the most important foundation in HRM:<sup>5</sup>

#### **1 \_ job design and control:**

Traditional forms of work organization are based on the division of work. As such, they require jobs to be analysed and designed along strict lines of demarcation and then grouped into separate functional units. With time jobs can be enlarged so that specialist can be more responsible for an increased number of tasks to avoid rigid job demarcation.

Control operates in the traditional work organization through direct observation, limited feedback, personnel supervision, collection of progress reports, and formal performance

<sup>1, 2</sup>: [www.cipd.co.uk/nr/.../shrm\\_chapter\\_01](http://www.cipd.co.uk/nr/.../shrm_chapter_01)

<sup>3</sup>: [http://www.youtube.com/watch?v=c8\\_avX9miag](http://www.youtube.com/watch?v=c8_avX9miag)

<sup>4</sup>: <http://fr.slideshare.net/ZeeshanSabir/human-resource-management-process>

<sup>5</sup>: Carlos Senchez\_Rund, Richard Whatington, Javier Quintalla, HRM implications of new forms of organizing, Spain, 2000, p : 04.

evaluation, the new way of control is put employees in charge by exercising broad judgment and employee self-discipline.

## **2\_ Team work, leadership, and the managerial roles:**

### **2\_1. Teamwork:**

Work in team, while scarce in the traditional approach to work organization and dominates the new organizational arrangements. Team memberse manage there own resources( planning, scheduling, co-ordination with other teams...).<sup>1</sup>

### **2\_2. Leadership:**

Goals of organization cannot be accomplished unless accompanied by new views on leadership. On the one hand, traditional leader inspired, controlled, supported and facilitated utilisation of employee functional expertise by means of limited participation in routine matters, On the other hand, new leaders are expected to broaden responsibilities of all organizational members by investing in employee development, so that people aquire strategic and change expertise Leadership forms.<sup>2</sup>

### **2-3. managerial roles:**

New managerial roles need to be learned by the members of the organization. Traditional roles themselves evolved from what metaphorically have been described with the labels of policemen to father figures to mentor keeping employees focused on their prescribed assignment to evokes the figures of catalysts, architects, and protectors.<sup>3</sup>

### **3\_ The new psychological contract:**

The link between what each party expepts from other usually referred to as the “psychological contract” , has been recently revised in the light of downsizing experiences and new forms of work organization because managing several sets of contract within the same firm incrise the pressure on the consistency of HRM practices across the organization.<sup>4</sup>

Frequente changes in the patern of work organization demande high doses of flexibility , which translates into new agreements with the employees.

### **4\_ Staffing practices:**

Today’s organizational requires are maintaining demands and the set of knowledge, skills, and abilities that will be needed tomorrow, that is why recruitment and selection are seen as means to build up a diserve pool of personal capabilities from which changing needs may be satisfied in the future.<sup>5</sup>

### **5- career management:**

The new career systems grow closely linked to the changes in the organization of work and the new teamwork and leadership requirements discussed above. Those new systems center around the following characteristics:<sup>6</sup>

Knowledge Based  
specialization baseline  
cross-functional expertise  
collaborative leadership

<sup>1</sup> : Hedlund, G.A model of knowledge management and the new form corporation strategic management journal, 1994, p : 84.

<sup>2</sup> : Handy C. The new language of organizing and its implications for leaders. San Francisco, 1996.

<sup>3</sup> : Miles & snow. Fait failure and hall of fame, New York, free press,1994.

<sup>4</sup> : Rousseau D. Psychological contracts in organizations understanding written and unwritten agreements, Inovating organization, London, 1995.

<sup>5</sup> : Hastings C, The new organization, Growing the culture of organizational networking, London, 1996, p 28.

<sup>6</sup> : Snow & miles, 1996.

self-management skills

along with of flexibility, trustworthiness, and integrity and developed reward system focusing on potential for reinforcing the new forms of organization.

## **2\_ HRM in public and private organization:**

Prior research of HRM in private and public organizations gives a contradictory view of similarity versus dissimilarity. On the one hand, the traditional ideology pronounces a need for similarity between the two sectors. The similarity hypothesis based on institutional theory claims that public sector organizations adopt similar HRM practices to those of the private sector in order to gain legitimacy in regard to the demands for increasing cost-effectiveness. On the other hand, organizations in the public sector are still seen to represent a softer model of management and HRM with an emphasis on operational activities and a reactive role in relation to strategy.<sup>1</sup> Public sector organizations are distinguished in three main ways from the private companies: ownership (members of political communities vs entrepreneurs or shareholders), the source of funding (taxation vs customers) and control (political vs market forces). Public sector HRM is seen to be associated with softer norms and the ideal of “model employers” thus setting standards, such as training and equal opportunities in the workplace, and it is seen to differ from the “hard” (more formal and “calculative”) mode of HRM in the private sector .

Most of the existing HRM studies focus on private companies or “large organizations” without specifying the sector they represent. The study of public sector organizations has played a marginal role, and the results are inconsistent. For example, uncover significant differences between public and private sector organizations in HRM policies and practices, while the results reported by refer to similarities between the two sectors, and reveal both similarities and differences. Furthermore, as mentioned in the previous section, studies have neglected to explore such differences and similarities within societal clusters.<sup>2</sup>

As part of strategic HRM research, the relationship between HRM and organizational performance (HRM-P) has been widely discussed and studied in prior literature, mostly in the private sector<sup>3</sup> The performance measures applied in HRM-P studies range from objective figures to a variety of subjective performance evaluations. The objective measures are extracted from stock market information or accounting figures and turnover. while the subjective measures are evaluations by company managers of the performance of their companies, e.g. evaluations of productivity, profitability, and customer satisfaction compared to their major competitors. The third type of HRM-P measures are related to HR outcomes, such as employee satisfaction, commitment or stability, which, in turn, are related to the overall organizational performance. the validity of subjective performance measures by comparing objective and subjective measures. They managed to show high convergent, discriminant and construct

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<sup>1</sup> : Järvalt, J. and Randma-Liiv, T. (2010), “Public sector HRM: the case of no central human resource strategy”, *Baltic Journal of Management*, Vol. 5 No. 2, pp. 242-256.

<sup>2</sup> : Stavrou, E.T. , Charalambous, C. and Spiliotis, S. (2007), “Human resource management and performance: a neural network analysis”, *European Journal of Operational Research*, Vol. 181 No. 1, pp.453-467.

<sup>3</sup> : Prowse, P. and Prowse, J. (2010), “Whatever happened to human resource management performance?”, *International Journal of Productivity and Performance Management*, Vol. 59 No. 2, pp.45-162.

validity of subjective performance measures. In prior research, a positive relationship between HRM and organizational performance is widely documented.<sup>1</sup>

In addition studies indicate that while HRM was more advanced in the private than in the public sector in all societal clusters, the HRM relationship varied somewhat by the cluster. In the relationship between HRM and productivity was significant while the sector was a significant moderator between HRM and service quality. HRM was positively related with service quality but we had no moderation effects of the sector. Finally, we had no significant moderation effects or relationships between HRM and our dependent variables in the Algerian cluster. The lack of moderation effects in the latter two clusters, while the significant moderation effect was observed in the no cluster, may have to do with the cultural and institutional differences and similarities among the clusters as discussed earlier.

### **Performance and HRM:**

The examination of public sector HRM and HRM performance across societies and in comparison with the private sector is challenging. To add to this challenge, little consistency exists about the definitions of both HRM and performance and report a lack of clear theory on the concept of HRM and the concept of performance. A primary question regarding performance concerns whether the organisation's own measures are accepted, rather than some measure of employee or public good.<sup>2</sup> Looking across national boundaries complicates the picture even further. This is a serious challenge for survey researchers, who should decide how to measure the performance of a multitude of both private and public sector organizations (e.g. firms, schools, and prisons) in the same survey inquiry.

### **3\_ Function of human resource management in the public sector:**

The function of human resources management is to provide the employees with the capability to manage: healthcare, record keeping, promotion and advancement, benefits, compensation, etc. The function, in terms of the employers benefit, is to create a management system to achieve long term goals and plans. The management allows companies to study, target, and execute long term employment goals. For any company to have an efficient ability to grow and advance human resource management is a key.

Human resources are designed to manage the following:<sup>3</sup>

- Employee Benefits
- Employee health care
- Compensation
- personal leave
- Sick
- Discipline
- Records (tax information, personnel files, etc.)
- Recruitment and employee retention strategies

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<sup>1</sup> : Chan, S.C.H. and Mak, W.-M. (2012), "High performance human resource practices and organizational performance: the mediating role of occupational safety and health", *Journal of Chinese Human Resource Management*, Vol. 3 No. 2, pp. 136-150.

<sup>2</sup> : Delaney, J.T. and Huselid, M.A. (1996), "The impact of human resource management practices on perceptions of organizational performance: progress and prospects", *Academy of Management Journal*, Vol. 39 No. 4, pp. 949-969

<sup>3</sup> : [http://en.wikipedia.org/wiki/Human\\_resource\\_management\\_in\\_public\\_administration](http://en.wikipedia.org/wiki/Human_resource_management_in_public_administration).

- Salary and Wages Administrations.

### Structure of HRM :<sup>1</sup>

**Federal Level:** The Federal classification system is not a pay plan, but is vital to the structure and administrations of employee compensation. The pay system is influenced by the grade level and by quality of performance, length of service, and recruitment and retention considerations. The law requires the Office of Personnel Management (OPM) to define Federal occupations, establish official position titles, and describe the grades of various levels of work. OPM approves and issues position classification standards that must be used by federal agencies to determine the title, series, and grade of positions.

The classification standards help assure that the Federal personnel management program runs soundly because agencies are now becoming more decentralized and now have more authority to classify positions. Agencies are required to classify positions according to the criteria and the guidance that OPM has issued. The official titles that are published in classification standards have to be used for personnel, budget, and fiscal purposes. The occupations in federal agencies may change over time, but the duties, responsibilities, and qualifications remain the same so careful application of appropriate classification of the standards needs to be related to the kind of work for the position. When classifying a position the first decision to be made is the pay system. There is the General Schedule (GS) and the Federal Wage System (FWS), which covers trade, craft, or laboring experience.

**General Schedule** Covers positions from grades and consists of twenty two occupational groups and is divided into five categories:

**Professional** – Requires knowledge either acquired through training or education equivalent to a bachelor's degree or higher. It also requires the exercise of judgment, discretion and personal responsibility. Examples can be attorneys, medical officers, and biologists. Usually a person who is in the field of HR, and has gone through the education required, stays in the field for long term career goals. People of this category are seen in the upper management of HR departments.

**Administrative** – Requires the exercise of analytical ability, judgment, discretion, and personal responsibility, and the application of a substantial body of knowledge of principles, concepts, and practices applicable to one or more fields of administration or management. These positions do not require specialized education, but do require skills usually gained while attaining a college level education. Examples can be budget analysts and general supply specialists. These positions will most likely be filled by career employees that act in a managerial function.

**Technical** – Requires extensive practical knowledge, gained through experience and specific training and these occupations may involve substantial elements of the work of the professional or administrative field. Technical employees usually carry out tasks, methods, procedures, and computations that are laid out either in published or oral instructions. Depending upon the level of difficulty of work, these procedures often require a high degree of technical skill, care, and precision. Examples of the technical category would be forestry technician, accounting technician, and pharmacy technicians.

**Clerical** – Involves work in support of office, business, or fiscal operations. Typically involves general office or program support duties such as preparing, receiving, reviewing, and verifying

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<sup>1</sup> : Office of Personnel Management, Classifier's Handbook, August 1991.

documents; processing transactions; maintaining office records; locating and compiling data or information from files. Examples can be secretaries, data transcribers, and mail clerks.

**Other** – There are some occupations in the General Schedule which do not clearly fit into one of the groups.<sup>1</sup> Some firefighter and various law enforcement agencies have specialized positions that manage HR duties within the organization.

### **3\_ operations of HRM in public sector:**

The effective management of human resources is essential to the efficiency of the Public Service of Algeria and the quality of services offered by the government for Algerians.

The Office of the Chief Human Resources Officer (OCHRO) is the centre of expertise for human resources management in the Public Service. We must develop the broad policy direction and standards that enable deputy heads to fulfill their responsibility for effective people management within their organization through:

#### **Monitoring and Reporting on People Management**

- Management Accountability Framework
- Public Service Employee Survey

#### **Providing Guidance on Performance Management**

- Performance Management Program for Executives
- Performance Management Program for Employees

#### **Improving Policies and Processes**

The OCHRO is undergoing a People Management Policy Review Project to help reduce reporting burden and provide deputy heads with guidance on how to make effective human resources decisions.

The OCHRO is also redefining the way that human resources business is being conducted across the Public Service through the Common Human Resources Business Process. If you're interested in more information about the Common HR Business Process.

#### **Modernizing the Public Service**

The Modernizing the Public Service information hub provides the latest information and resources on the 2014 round of bargaining, as well as other initiatives underway that support a modern, high performing and affordable public service.

#### **Working with Partners**

The OCHRO works in partnership with the Human Resources Council (HRC), which is composed of the heads of human resources across the core public administration. The HRC in turn supports heads of human resources and, therefore, their deputy heads in fulfilling their responsibilities for human resources management. Through this partnership, and by engaging with functional communities and managers, we enable the sharing of ideas, best practices and lessons learned to assist departments and agencies in implementing their human resources management policies and practices.<sup>2</sup>

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<sup>1</sup> : Office of Personnel Management, Classifier's Handbook, August 1991

<sup>2</sup> : [en.wikipedia.org/wiki/Human\\_resource\\_management\\_in\\_public\\_administration](http://en.wikipedia.org/wiki/Human_resource_management_in_public_administration)

### **Sharing Information**

The OCHRO provides access to information sources aimed at improving managers' understanding of HR management, and ensuring that HR practices in the public service meet Government of Algerian legislative and policy requirements in:

- People management legal landscape
- People management performance
- People management governance
- HR communities of practice

### **Standards of HRM in public sector:**

The Commissioner establishes minimum standards (the Standards) of merit, equity and probity to be complied with in the public sector

The Standards relate to a number of human resource activities and are collectively referred to as the Public Sector Standards in Human Resource Management. In establishing these Standards the Commissioner has regard for the principles set out in The Standards are principles-based rather than comprising of rules.

The current Standards are:<sup>1</sup>

- Employment (applies when filling a vacancy by way of recruitment, selection, secondment, transfer and temporary deployment [acting])
- Performance Management
- Grievance Resolution
- Redeployment
- Termination
- Discipline

### **Application**

The Standards apply to all public sector bodies and their employees.

The Standards are including:

- elected officials, for example, members of Parliament and local government council representatives
- local government authorities
- sworn members of the algerian Police (police officers)
- universities
- any court or tribunal established under a written law
- some corporatised bodies such as Port Authorities and the Water Corporation.

### **Responsibilities of public sector bodies**

All public sector bodies and their employees must comply with the Standards.

Public sector bodies are responsible for developing and implementing human resource policies, procedures and practices that are consistent with the Standards.

Public sector bodies can assist their compliance with the Standards by:

- ensuring human resource policies, procedures and practices are consistent with the Standards;
- raising employee awareness of the Standards.

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<sup>1</sup> : [en.wikipedia.org/wiki/Human\\_resource\\_management\\_in\\_public\\_administration](http://en.wikipedia.org/wiki/Human_resource_management_in_public_administration)

## Monitoring and Reporting

Public sector bodies report on their compliance with the Standards to the Commissioner annually. The Commissioner monitors the public sector's compliance with the Standards and reports to Parliament annually. For more information about the Commissioner's monitoring and reporting role,

Breach of Standard claims may be made for all Standards other than the Discipline Standard. Timeframes apply to the lodgment of claims<sup>1</sup>.

### **The HR Role in Public Sector Reform:**

"Public service is critically dependent on developing new skills, changing engrained behaviours and managing the uncertainty and conflict that can arise as a result. Unless HR is involved at the heart of this process to ensure the key people management issues are addressed, public service reform plans will remain frustrated.

"Unfortunately, HR in the public sector has been seen by successive governments as a cost to be managed, or a way of making redundancies. It is no coincidence that attempts by previous administrations to create a step-change in the quality of public service delivery have failed. This government cannot afford to make the same mistakes."

public sector organizations will need:<sup>2</sup>

- more effective collaboration, with each other and with the voluntary and private sectors, to prevent overlapping and duplicated services and to be more cost-effective
- to identify more efficient ways of working and foster innovation
- to identify potential costs savings by means of greater use of shared services and outsourcing
- a more effective focus on meeting the changing needs of the public through enhanced front-line autonomy
- to negotiate new/local terms and conditions of employment
- to manage and communicate change effectively, involving employees through effective consultation to ensure employee/union buy-in

However Algeria is no only to have problems in the public sector, the british Prime Minister David Cameron emphasized the need to change the nature of public services, he said:

"We know instinctively that the state is often too inhuman, monolithic and clumsy to tackle our deepest social problems. We know that the best ideas come from the ground up, not the top down. We know that when you give people and communities more power over their lives, more power to come together and work together to make life better - great things happen." And this applies to Algeria.

The Government plans to do this by supporting mutuals, co-operatives, charities and social enterprises and giving them greater involvement in running public services.

So we should discuss the fundamental importance of the way changes are managed, the extent to which employees feel they are consulted and have a voice and their acceptance and 'buy in' to new ways of working. The critical people management issues underpinning major change programmes highlight HR's role. The Human Resource function should provide the

<sup>1</sup> : [en.wikipedia.org/wiki/Human\\_resource\\_management\\_in\\_public\\_administration](http://en.wikipedia.org/wiki/Human_resource_management_in_public_administration), 25 September, 2012.

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organizational development strategies supporting the business needs of transforming public services. If HR is not accepted as a transactional function by policy-makers and HR specialists are not allowed a significant role in engaging with or influencing the Government's reform agenda, the process of transforming public services will fail.<sup>1</sup>

the entire public sector is facing renewed pressure to use shared services or outsourcing for more cost-effective HR services delivery. This results in an additional emphasis on a need for public service front-line managers to become better people managers because the HR function will no longer have the same resources to hand-hold managers on issues such as managing conflict, stress and absence, and wider aspects of performance management. There will be a need for major parts of the public sector to renegotiate (at a national or local level) revised terms and conditions of employment to improve efficiency and offer a more locally appropriate range of services. The change agenda will have to be communicated clearly and positively, with effective internal communication channels providing a clear narrative as to why change is needed and also offering opportunities for meaningful consultation.<sup>2</sup>

The scale of the proposed changes may appear daunting but they play to the strengths of HR specialists if they choose to use them. Without HR being at the heart of the change initiatives, there is a risk of piecemeal efforts that miss key components of people management that are crucial to employee engagement and bringing strategies, visions and values to life at the front line.<sup>3</sup>

## CONCLUSION

Obviously there are differences between human resources in the public and private sectors. But the goal is the same—to enable our organizations to attract, develop and retain talent. However, as we all know, One key difference is that, unlike the private sector, most public sector organizations are not at-will employers. Among other things, that means that employees can only be removed "for cause."

There are several reasons for that, including court rulings that government employees have property rights to their jobs and therefore this property—their jobs—can only be taken away for cause.

This legalistic approach also applies to your specific question about hiring. While there are variations among public sector organizations, government hiring typically must be merit-based, requiring "fair and open competition." This often means that hiring is more process-oriented than in the private sector.

In practice, fair and open competition means that:

- Hiring is preceded by, and based on, very detailed position descriptions.
- Application periods are specified in advance and have firm closing dates.
- Candidates often have to go through civil service "exams." However, these are often not what we think of as exams (e.g., with multiple-choice questions) but can be questionnaires, training and experience evaluations or even résumé reviews.
- Candidates are assessed, scored and ranked according to predetermined evaluation criteria.

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- The evaluation process—and results—are thoroughly documented to ensure that all candidates receive equal consideration and the process is defensible if challenged.
- Candidate evaluations may require multiple levels of screening, often with rating panels.
- There are often preferences for veterans and member of underrepresented demographic groups.
- The hiring manager is usually given a list of the best-qualified candidates (the "certified list") and the manager then has to give each candidate equal consideration (usually an interview, often in a very structured fashion).

However, these steps don't mean that the hiring process has to be user-unfriendly or take forever, even though some government agencies can take the hiring process to unreasonable lengths. Here are some common myths you might come across:<sup>1</sup>

- We can't recruit aggressively because that would give the recruited candidates an unfair advantage.
- We have to use multiple-choice exams.
- We always need long application periods to allow the maximum number of candidates to apply.
- Accepting applications online isn't fair because not everyone has a computer.
- Job ads have to mimic the language in position descriptions.
- We can't give hiring or referral bonuses.

And so on.

Government needs "outsiders" like you—with fresh perspectives—to push for more efficient and effective hiring processes. So, the best way to respond to steps or processes that don't seem to make sense is to push back by simply asking, "Why"—what is the basis for the process or requirement? Is it based on state law or city charter, collective bargaining agreement, administrative rule, policy, practice or "We always do it this way"? Be particularly skeptical about the last two reasons.

And, finally, there are many organizations in your area that offer training on government hiring and staffing processes such as the National Agency for Employment (ANEM).

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